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ABSTRACT

This comprehensive survey of public school education in the Philippines is the result of a team project of distinguished American and Filipino educators. Major sections examine: (1) elementary education, (2) vocational education, (3) teacher personnel and teacher education, and (4) financing the public schools. Other sections on the importance of public schools, the secondary school, other educational services, and organization and administration of the public schools are included. A summary of the recommendations and appendixes pertaining to the student population and criteria for the evaluation of the elementary school program are provided. For a later survey see FL 001 838. (RL)

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A SURVEY OF THE PUBLIC SCHOOLS OF THE PHILIPPINES — 1960

FL001841

The next few decades will be crucial ones in the progress of the Philippines as an independent nation and in the attainment of a position of leadership in the free world community.

The success of the Filipino people in this effort manifestly will depend in large measure upon the quality of Philippine education in the years immediately ahead.

The publication of this report is a milestone in the history of American and Filipino efforts to improve public school education in the Philippines. For several years there has been recognized the need for a comprehensive survey of public school education as a means of pointing the direction toward further progress of the total school program.

We have been fortunate in being able to obtain the services of busy, high-level American educators to make the survey. Their Filipino counterparts likewise were selected because of their competencies and their status as educators.

The team, besides gathering enormous quantities of data by tests and other research, visited all major areas of the Philippines, observed hundreds of schools, and interviewed a great number of educators, government officials, businessmen, and other individuals from all walks of life.

To these, and to all others who gave assistance in compiling this NEC/ICA report, we are deeply grateful and trust that this survey will prove to be of real value and assistance in the improvement of education in the Philippines.

Paul D. Summers

Dr. Jose C. Locsin
Chairman
National Economic Council

Minister Paul D. Summers
Director
USOM/Philippines

A Survey
of
The Public Schools
# of the
Philippines - 1960

by

A Staff of Americans and Filipinos chosen by the International
Cooperation Administration of the United States and the
National Economic Council of the Republic of the Philippines

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Introductory

ACKNOWLEDGMENTS

A study of this nature has had to receive assistance from so many sources that it is impossible to give recognition to all those who aided the study.

Recognition should be given to those who saw the need for such a study and who made the survey possible by planning for the project before a staff was selected. Those who took the leadership for this development phase were:

Manuel Lim, Secretary of Education (1958-1959)

Manuel Carreon, Senior Project Coordinator
Office of Foreign Coordination
National Economic Council

Benigno Aldana, Director, Bureau of Public Schools

Noel Myers, Chief, Education Division (1957-59), ICA

C. Earle Hoshall, Chief, Education Division (1959-) ICA

These persons continued to assist the Survey Team during the period of research and writing.

As soon as the study began, two groups were organized as advisory committees to review the plans and evaluate the observations and recommendations. An advisory committee of senior statesmen was invited to serve with the Secretary of Education. These persons gave of their time and met with the Survey Team on several occasions to review the plans and progress of the study.

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A second group was formed as a professional advisory committee which represented the past and present leadership of public schools in the Philippines. This committee also met with the Survey Team on several occasions to hear plans and progress reports.

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Dr. MACARIO NAVAL

The busy people of both of these committees served a most useful function in giving their time and assistance to the study. They should not be held responsible for any part of the report since time was not available for them to review the written report. Their comments and questions served to improve the final report and prevent what might have been severe errors.

It has been necessary to obtain information from many sources in the General Office of the Bureau of Public Schools. All personnel from the various divisions have cooperated in making available information and in organizing data in a manner to contribute most effectively to the study. The staff wishes to express their appreciation to the chiefs of the divisions and their assistants for this valuable aid.

The superintendents of divisions in the provinces and the superintendents of national schools all met with the Survey Team in regional meetings, and were most helpful in the comments they offered and in the questions they answered. Many of these superintendents found other means to give aid and ideas which have proven of value to the study.

The Survey Staff feels especially grateful to the many classroom teachers who were so pleasant and patient during the visits to their schools. Their help was most valuable and their hospitality seemed to have no bounds. Our visits with individual teachers and their pupils were the most pleasant aspect of our work. There was no feature of our investigation that kindled within us an intense desire to be of service in improving the public schools of the Philippines more than the pleasant alert children and their equally attractive teachers.

The hospitality of teachers, principals, superintendents and citizens was always a thrilling experience. It is realized that it often represented a real sacrifice on the part of many. It is appreciated, however, even more because of such sacrifices. It was a constant thrill to each one of the Americans to experience such friendliness and to feel the close ties between the citizens of the United States and the citizens of the Philippines. It is recognized that this is the result of working together, sharing together and suffering together. It is a fond hope that this mutual respect which has been so dearly achieved will remain always.

To Secretary Jose Romero, we wish to give special thanks for his interest and assistance. The study began almost exactly at the same time that he assumed the responsibility of the position of Secretary of Education. He thus found himself in a situation of having no part in the planning, and at times was not aware of the details of the study. However, he always gave his time and assistance in making the study as valuable as possible to his Department and to the Nation. His comments and acceptance of the suggestions of the Survey Staff at the time of the oral reports are greatly appreciated.

The Honorable, Undersecretary Daniel Salcedo has generously given time, attention, and encouragement to the study. His interest and suggestions were of real assistance.

Dr. Benigno Aldana was always helpful to the Staff. His solicitous attitude was an encouragement and an assistance which contributed greatly to the progress of the study.

It is felt that there is no adequate manner whereby the American team members can adequately express their appreciation to their Filipino counterparts. These busy and talented persons worked many extra hours in being of maximum help to the team, and at the same time they carried much of the responsibility of their regular assignments. At times they had to disagree quite vigorously in order to prevent the American members from drawing erroneous conclusions. With all of their efforts and, at times they did not succeed, the Filipino members of the staff should not be held responsible for many of the details presented by the study. The American members were quite stubborn at times in their desire to present their views, feeling that the opinions of the "outsider" should prevail in such a report, and that the implementation of any of the suggestions made would recognize the changes necessary for the best utilization of the suggestions. The vigorous stand the counterpart team members would take was a vital factor in reaching the best conclusions.

The clerical and research staff were required to work many extra hours to make it possible to achieve certain desirable deadlines. Their patience and persistence is appreciated. This group of people were under the direction of Mr. Bognot. Mr. Bognot not only acted as director of the clerical and research staff, but he personally checked all tables and statistical information for accuracy and consistency.

The Plan of the Study

During 1958, a project was developed by the Bureau of Public Schools of the Department of Education of the Philippines and the Education Division of the International Cooperation Administration to conduct a survey of the public schools of the Philippines. A survey team was selected and financed jointly by the United States Operations Mission to the Philippines and the National Economic Council of the Republic of the Philippines.

J. Chester Swanson, of the University of California, was selected as leader of the Survey Team and arrived in Manila in late June 1959, to begin the survey activities. Other members arrived in August and September, and the team activity extended from September 1959 to February 1960.

The survey activities could be outlined into (1) planning; (2) research; (3) writing, and (4) reporting.

Planning

The preliminary planning was done primarily by the Director of the Bureau of Public Schools and the Chief of the Education Division of the International Cooperation Administration. This planning determined the basic objectives of the survey, the period of the survey, the personnel of the survey staff and the method of financing the survey. Such plans were reviewed and approved by the Secretary of Education, the National Economic Council, and the United States Operations Mission to the Philippines.

The planning by the Survey Team began with the arrival of the team leader. A research and clerical staff was chosen to assist the Survey Team. The Director of the Bureau of Public Schools moved from his office suite, and gave the team complete possession of his office, his conference room and reception room. This action was characteristic of the assistance of Director Benigno Aldana during the period of the study.

Visits to various provinces were scheduled and conferences with superintendents, teachers, and citizens were arranged.

Research

The research phase was the primary activity of the team and its assisting staff. Information was obtained from all available sources. Records were studied, previous reports were analyzed and observations were made in many provinces and hundreds of schools. Formal and informal meetings and conversations were held with all superintendents and many teachers, principals, and citizens. The extent of travel and the location of formal conferences with superintendents covered the complete geography of the Islands.

Each member of the team was assigned a particular area in which he was responsible for intensified study and observation. The American team member was responsible for the initial writing of the chapter in his area of assignment. The study, however, was a team activity and a concensus of opinion was reached on all observations and recommendations. The assignments were as follows:

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Vocational Education

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Financing the Public Schools

Edgar L. Morphet
Fructuoso R. Yanson

Those in positions of educational leadership have recognized the value of having survey studies made of the schools as a means of developing guidelines for future changes. The first such survey was made by a staff under the direction of Paul Monroe in 1925. Since this date, one general survey, and two surveys of specific aspects of the public schools, have been conducted by a staff from outside the Philippines. In addition, several studies have been made by laymen or professional educators within the Philippines. All of these studies produced significant observations and recommendations which have been of real service in guiding the development of the public schools. The six studies below proved of value to this survey.

A Survey of the Educational System of the Philippine Islands. Paul Monroe, Bureau of Printing, Manila, 1925, 677 pages.

General Report in Vocational Education for the Philippines. C. A. Prosser (Mimeographed Report) Manila, 1929, 221 pages.

Improving the Philippine Educational System. Report of the Joint Congressional Committee on Education to the Congress. Manila, Bureau of Printing, 1951, 385 pages.

Unesco Consultative Mission to the Philippines. Unesco, Paris, 1949, 74 pages.

A Foundation Program for Financing Public Schools in the Philippines. J. Cayce Morrison, Pedro G. Guiang and Fructuoso R. Yanson, Bureau of Printing, Manila, 1953, 261 pages.

General Educational Policies. A Report of the Board of National Education, 1955-1957. Phoenix Press Inc., Quezon City, 1958, 514 pages.

The public schools today would be much improved if it had been possible to implement all the suggestions which were made by these studies. The present Survey Team finds it rather discouraging to note how few of the recommendations of some of the surveys became effective. The lack of funds, the difficulty of obtaining public understanding, and the inertia to change, have prevented many of the changes which were suggested.

Questionnaires and tests were used to obtain additional information.

Writing

The writing of the report was done by the American team. The various written reports were studied by the whole staff, and changes were made to conform to the concensus of the group. The time factor was such that not all details between chapters could be completely reconciled before the American team members left the Philippines for their United States homes. The team leader remained for several months to work with the research staff and reconcile the chapters and up-date some of the data.

Two hundred and fifty copies of the report were mimeographed for use until the final report could be printed. The final copy for the printer was prepared by an editorial technician of the International Cooperation Administration in Manila.

The report will be made available to major colleges and universities in the Philippines and the United States. All public school division offices will be supplied copies, as well as libraries and the staff of the Bureau of Public Schools. It is recognized that such a report is primarily a resource document, and will not and cannot be readily used as a source of information by the average teacher or citizen.

Reporting

The printed report was supplemented by a graphic summary which could be printed in large quantities and given more general circulation. This graphical summary consisted of thirty-two pages with graphs, charts and summary statements. A number of colors were used and it was expected that the major observations and recommendations would receive general circulation by this means.

Further oral reports were made by the team leader to both professional and lay groups. A series of charts was developed for this purpose.

Summary of Selected Major Recommendations

Two steps are taken to make this report useable as a resource volume. A rather detailed table of contents gives the organization of the material which it is hoped will make it reasonably easy to locate desired information. The major recommendations are also listed below to facilitate the use of the report. These selected recommendations are listed in the order in which they are presented in chapters.

GENERAL SUMMARY OF MAJOR RECOMMENDATIONS

FIRST *Improve the Quality of Educational Services*

Furnish more texts, references, and instructional materials.
Select teachers more carefully.
Provide more helpful supervision of teaching.
Assure closer correlation between schools, divisions, and administrative activities.

SECOND *Expand Educational Services*

Enforce compulsory attendance laws.
Implement the law restoring Grade VII.
Provide more 2-2 Plan high schools.
Provide effective vocational courses in Years III & IV of the 2-2 Plan high school.

THIRD *Provide Better Financing for Schools*

Develop a partnership plan of support for elementary and secondary schools:
Each division makes the same local effort.

The National Government provides the remainder of the cost.

Allocate Funds:

On the basis of need.

Equitably to all schools and provinces.

Levy a local tax dedicated for public schools.

Reduce student tuition fees.

SELECTED RECOMMENDATIONS — ELEMENTARY EDUCATION

Reduce size of class to a maximum of 40 pupils per teacher.

Provide an all-day session for each pupil.

Implement the law restoring Grade VII.

Enforce the compulsory education law.

Provide adequate and up-to-date textbooks and instructional materials.

Develop and maintain *a program of evaluation.*

Continue and improve the program of the Community School.

Make more time available for principals and supervisors *to help teachers improve instruction.*

Improve the quality of instruction in the critical subjects of English and science.

Institute a long-range *plan for curriculum improvement.*

Introduce only one second language at one time in the early grades.

SELECTED RECOMMENDATIONS — SECONDARY EDUCATION

Furnish more textbooks, better libraries, and adequate instructional materials.

Provide more supervision of the program of instruction.

Expand the enrolment of the secondary schools.

Reduce tuition fees by providing more stable financing.

Implement the 2-2 Plan High School so that the vocational courses in years III and IV meet the standards of the vocational school for a two-year curriculum.

Interrelate the administration, the program of instruction, and the supervision of the general high schools and the vocational schools.

Subsidize the vocational courses in the 2-2 Plan High School.

Strengthen the guidance program.

SELECTED RECOMMENDATIONS — VOCATIONAL EDUCATION

Expand vocational training

—By placing a standard two-year vocational training program in years III and IV of the 2-2 Plan high school.

—By developing more opportunity courses in vocational schools.

—By developing more Home Industry Training Centers.

Revise the curriculum of vocational training

—To provide for better pre-vocational training in the practical arts (industrial arts, home economics, and agriculture).

—To provide for three phases of vocational training:

PHASE ONE—A two-year program of studies beginning at the third year of the secondary level to train a general mechanic or farmer with skills for which there are widespread employment opportunities.

PHASE TWO—A two-year program of studies following the training provided in PHASE ONE, which will develop a skilled tradesman or agriculturist. This training to be given only in vocational schools.

PHASE THREE—A two-month to two-year program of studies following PHASE TWO, or extensive experience, to provide technical training of highly specialized skills for known employment possibilities.

This training to be given only in a few vocational schools with specially trained and experienced teachers, where adequate and appropriate equipment and materials are available.

Develop a Placement, Counseling and Follow-up Program

—To assure that all graduates of PHASE TWO and PHASE THREE contribute substantially to the improvement of the productivity and economic well-being of the Philippines.

Restudy vocational training for girls

—Differentiate between trade training and training for home making.

—Evaluate present program of studies for girls.

—Consider additional programs of studies in practical nursing, office skills, merchandising, etc.

Develop a plan to market the products of home industries.

SELECTED RECOMMENDATIONS — SPECIAL EDUCATION

Provide *facilities,* specially *trained teachers,* and *research studies for physically and mentally handicapped children.*

Develop a program to meet *the needs of exceptional children* in each school division.

SELECTED RECOMMENDATIONS—ADULT EDUCATION

Expand the program of adult education to accelerate the eradication of illiteracy and provide out-of-school youth with civic and vocational competence.

SELECTED RECOMMENDATIONS — TEACHER PERSONNEL

Increase the salary of all teachers to that provided by the Wage and Position Classification Office.

Change the system of appointing teachers so that the most proficient teacher is always appointed.

SELECTED RECOMMENDATIONS — TEACHER EDUCATION

Provide better financing and more supervisory, clerical, and instructional personnel for public normal schools.

Increase the number of public normal schools.

Reduce the requirement of the total number of semester hours and the number of professional semester hours in order to allow more thorough scholarship in the liberal arts and the professional courses which are provided.

Allow for areas of specialization such as home economics and industrial arts.

Develop a program of studies and supervisory practices *correlating the activities of normal schools and vocational schools* which provide teacher training.

Elevate the head of a normal school to the status of superintendent.

SELECTED RECOMMENDATIONS — ORGANIZATION AND ADMINISTRATION

Combine the administration of secondary schools and vocational schools under one Assistant Director in the Bureau of Public Schools.

Combine instruction and curriculum development into a single unit for elementary schools and a similar unit for secondary and vocational schools.

Consolidate similar activities into single sections such as printing and duplicating services, library services, etc.

Create an Assistant Director for Professional Services.

Delegate more responsibilities to superintendents for appointment and transfer of personnel, and for expenditures of funds.

Provide for a program of maintenance of buildings.

SELECTED RECOMMENDATIONS — FINANCING THE PUBLIC SCHOOLS

Develop a partnership plan for financing the public schools.

The local government (Province or chartered city) to provide part of the funds by a special school tax.

The national government to provide part of the funds by appropriations.

The total expenditure for public schools (elementary, high schools, vocational schools and normal schools) to be approximately three and one-half per cent of the total national income.

Reduce and eventually eliminate student tuition fees.

Determine the need by a formula based upon the number of pupils enrolled at the various school levels in each school division. The formula to include a determination of administrative, supervisory and special service personnel need.

Determine the cost of educational services by selecting a unit cost for each instructional unit, a unit cost for administrative-supervisory-special service personnel, and a unit cost for operation. The unit costs multiplied by the needs, as determined by the formula above will give the total cost for each division.

Allocate the cost between the local government and the National Government.

Elementary Schools:

Share of local government:

1. The amount of funds that could be raised by a tax of two-eighths of one per cent on the property of a province or chartered city.

2. *Plus* the amount of funds that could be raised by a per-capita tax of two pesos per adult citizen in a province or chartered city.

Share of National Government:

The remainder of the cost, as determined by the cost formula.

General Secondary Schools.

Share of local government:

1. The amount of funds that could be raised by a tax of one-eighth of one per cent on the property of a province or chartered city.
2. *Plus* the amount of funds that could be raised by a uniform tuition fee of twenty pesos per student per year.

Share of National Government:

The remainder of the cost as determined by the cost formula.

Vocational Schools.

Total cost of vocational schools as determined by formula, to be provided by the National Government.

Normal Schools.

Total cost of public teacher training schools, as determined by formula, to be provided by the National Government.

Educational services may be improved by decreasing the pupil-teaching-unit ratio. This increases the number of instructional units, and thus increases the total cost. Educational services may also be improved by increasing the unit cost factors related to personnel, instructional materials, and operating costs.

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A SURVEY OF THE PUBLIC SCHOOLS
OF THE PHILIPPINES — 1960

CHAPTER I

The Importance of Public Schools in the Philippines

Wise men throughout the ages have recognized the value of education. And as democratic governments have developed, men have realized that all the children of the nation must have an opportunity to attend school.

Only on the foundation of an intelligent public opinion car be built the structure of liberty and sound government. MANUEL L. QUEZON

If a nation expects to be ignorant and free, in a state of civilization, it expects what never was and never will be. THOMAS JEFFERSON

Today, when technical knowledge, intellectual leadership, and integrity of character are vital to the very survival of the world, education is even more essential to society.

Our educational system is an integral part of the economic and political progress of our civilized and free life. SERGIO OSMEÑA, SR.

Human history becomes more and more a race between education and catastrophe. H. G. WELLS

The tragedy is that this great educational force is not adequately used in many countries. For many people of the world, there is no program of education. For many others the schools are so restricted by poor facilities and an inadequate number of well-trained teachers, that education is not able to work toward the goals of economic security and social well-being. There is considerable evidence that what a nation pays for the education of its youth is an investment that provides a large dividend to the nation in increased productivity and a higher socioeconomic level for its people.

The following analysis gives information and relationships which indicate the educational status and the economic achievements of selected nations. [1]

THESE THREE COUNTRIES HAVE AN ABUNDANCE OF NATURAL RESOURCES AND HIGH EDUCATIONAL ACHIEVEMENT OF THEIR PEOPLE

Country	*Average annual income per person (in pesos)*	*Per capita expenditure for education (in pesos)*	*Per cent of national income spent for education*
United States	**₱4260**	**₱112**	**3.1%**
Canada	**2920**	**83**	**3.3**
England	**1616**	**47**	**3.2**

THESE THREE COUNTRIES HAVE VERY LIMITED NATURAL RESOURCES, BUT THEY DO HAVE A HIGH EDUCATIONAL ACHIEVEMENT OF THEIR PEOPLE

Country	*Average annual income per person (in pesos)*	*Per capita expenditure for education (in pesos)*	*Per cent of national income spent for education*
Denmark	**₱1744**	**₱ 58**	**3.6%**
Netherlands	**1392**	**37**	**3.0**
Japan	**506**	**21**	**5.1**

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[1] Population, national income, and exchange rates taken from *Monthly Bulletin of Statistics, United Nations, Dec. 1959*, New York, Tables 1, 50, and 51. Illiteracy, educational achievement, and public expenditures for education taken from *Basic Facts and Figures, Unesco, 1958*, Paris 1959. Tables 2, 3 and 14.

THESE THREE COUNTRIES HAVE AN ABUNDANCE OF NATURAL RESOURCES BUT THEY DO NOT HAVE A HIGH EDUCATIONAL ACHIEVEMENT OF THEIR PEOPLE

Country	*Average annual income per person (in pesos)*	*Per capita expenditure for education (in pesos)*	*Per cent of national income spent for education*
Philippines	**₱378**	**₱ 9.**	**2.4%**
Mexico	**468**	**4.6**	**1.1**
Brazil	**308**	**5.8**	**2.4**

Most authorities accept the fact that this type of analysis indicates the power of education to improve the economic level of a nation. It is not so easy to prove what education could do to develop vigor, integrity, and other character traits which are also necessary for a people to enjoy a good life. It is accepted that the example of a nation's leaders, the teachings of its churches, and the attitudes of its homes are equally, if not more, influential in character development than are the schools. The school can do its part, but, unless all agencies work together, the essential character traits will not be developed.

There are other factors involved in this relationship between expenditures for education and economic achievement. Funds must be used efficiently to provide good teachers and adequate teaching facilities. The country must have an economic environment in which enterprise, intelligence, and skills can be rewarded with financial success.

A new Philippines looks to its future. This new nation will be the kind of Philippines that the children of today and tomorrow are equipped to build by the education they receive. The great problem of the Philippines is how to achieve the kind of education that will assure a stable economy, political integrity, and industrial development.

Throughout the recorded history of their nation, Filipinos have wanted education. They have been willing to sacrifice and work for an opportunity to go to school. During much of their history, a large percentage of the Filipinos have been denied the opportunity for a satisfactory education. A really good

education has never been a possibility except for a relative few. Yet faith in education has persisted — a faith which is heartening, because it indicates a desire to achieve and a willingness to sacrifice. At the same time, it is frightening to consider the responsibility which this faith places upon educational and political leaders.

Much of the education of the Philippines is simply not good enough to justify the great faith of the people. What will happen to this unquestioning faith in education when the people learn that it is not solving their problems? Will they lose faith in education or in those who are responsible for their educational services?

Educators must work to provide a public school program good enough to prove that faith in education is justified. This will require not only providing good schools, but also creating in the public an understanding of the difference between good schools and poor schools.

Literacy was found early in the history of the Philippines. There was evidence of a written language and certain academic skills in several areas of the Philippines when the Spanish first arrived in 1521. The Spaniards established schools as soon as they had a stable government. These were Church schools, and although they provided educational opportunities for many, they could never be considered as schools for the masses. There is ample evidence, however, that for many years of Spanish rule, there was a great desire on the part of the Filipino people for educational opportunities for all.

No public schools existed in the Philippines, by the generally accepted definition of public schools, until schools for all the children were established by the Americans soon after they conquered the Spanish and took over the control of the government of the Philippines. Public schools in the Philippines are thus approximately 60 years old. There were many problems; a public school system had been established in a nation where there were a hundred different dialects and where few democratic principles had ever been practiced. English was chosen as the language of instruction. A large number of

American teachers were employed during the first 20 years of the program of public schools. During this period, teacher-training programs were developed, and Filipino teachers soon were carrying the major portion of the program of instruction.

English became the major language, and Filipinos became conversant in this international language of commerce, science, and democracy.

The Public School System of the Philippines

With the possible exception of Japan, no other country in Asia has made education so widely available. Table 1 shows the large number of elementary schools and the number of secondary public schools.

TABLE 1: THE PUBLIC SCHOOLS OF THE PHILIPPINES—1959-1960

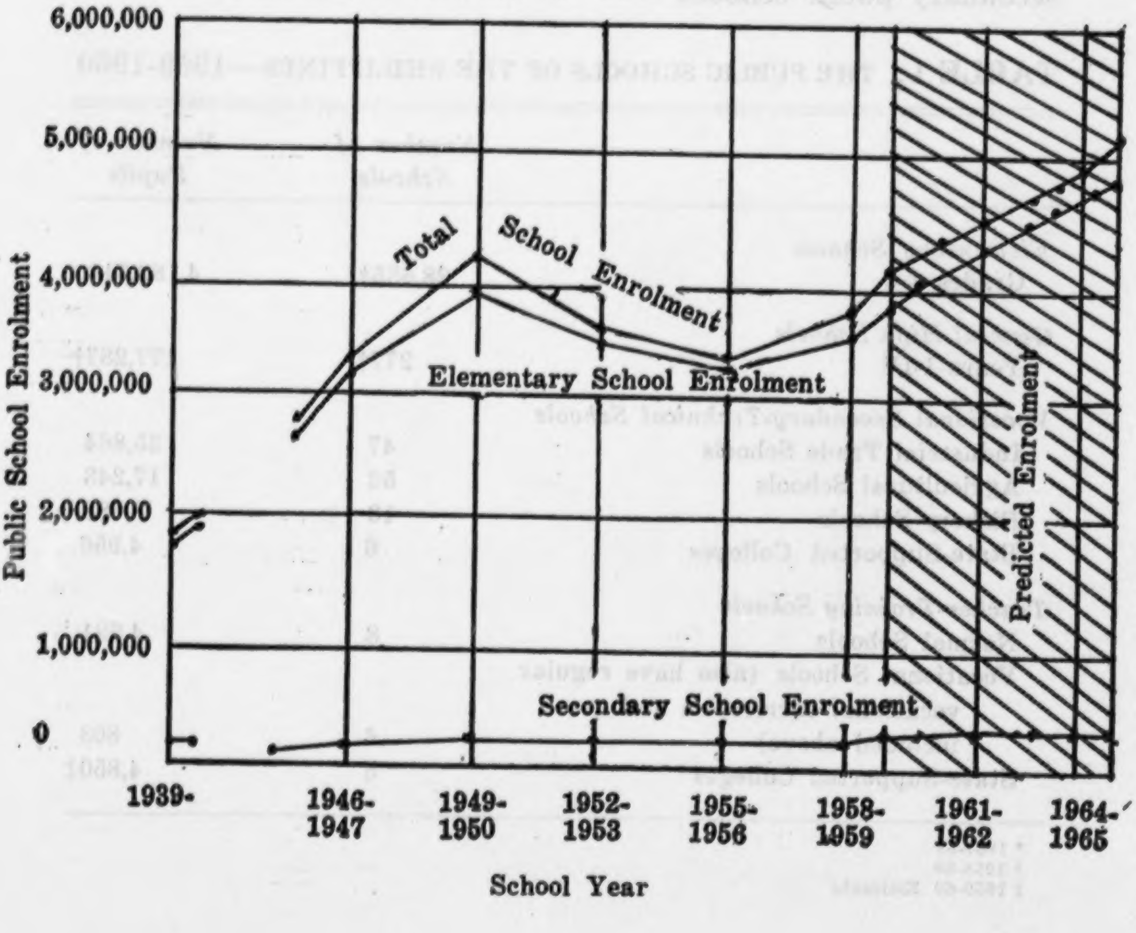
	Number of Schools	*Number of Pupils*
Elementary Schools		
Grades 1-6	28,635†	4,182,514
General High Schools		
Years I-IV	277†	177,287†
Vocational Secondary-Technical Schools		
Industrial Trade Schools	47	35,864
Agricultural Schools	52	17,243
Fishery Schools	13	2,688
State-Supported Colleges	6	4,956
Teacher-Training Schools		
Normal Schools	8	4,591
Vocational Schools (also have regular vocational curriculum and are included above)	6	803
State-Supported Colleges	5	4,850‡

* 1957-58
† 1958-59
‡ 1959-60 Estimate

There is an elementary school in practically every *barrio.* There is an average of almost eight secondary schools for every province. If private secondary schools are considered, the distribution is even more favorable, since there are more private secondary schools than there are public secondary schools. When distribution of public schools is compared with the density of the population, it presents in general a satisfactory condition.

The quantity of educational services becomes alarming only as one studies the number of children dropping out of school and the number of children of secondary school age who are not in school. Figure 1 shows the enrolment record of a group of

FIGURE 1
ENROLMENT TRENDS IN THE PUBLIC SCHOOLS



children who entered school in the first grade in July 1949. Almost one million children entered the first grade; but only about one-third completed the sixth grade six years later. Fewer than one-tenth entered a public high school and fewer than one-twentieth completed a public high school ten years after entering the first grade. This means that over 70 per cent of all youths of high school age are not attending any high school, public or private. Everyone hopes that these youths will be productive citizens within five to eight years, yet they will not have been taught to be efficient producers nor capable citizens. The limited quantity of educational services is the greatest weakness of the public school system of the Philippines.

The trends in enrolment are shown in Figure 1, with a prediction for the next six years. This prediction is made only on a consideration of the enrolment experience records of the past five years. There are so many children and youths out of school that there could be a very much larger increase than is indicated.

The very rapid enrolment increase in the immediate postwar years was due to many over-age children and youths going to school who could not attend school during the war years.

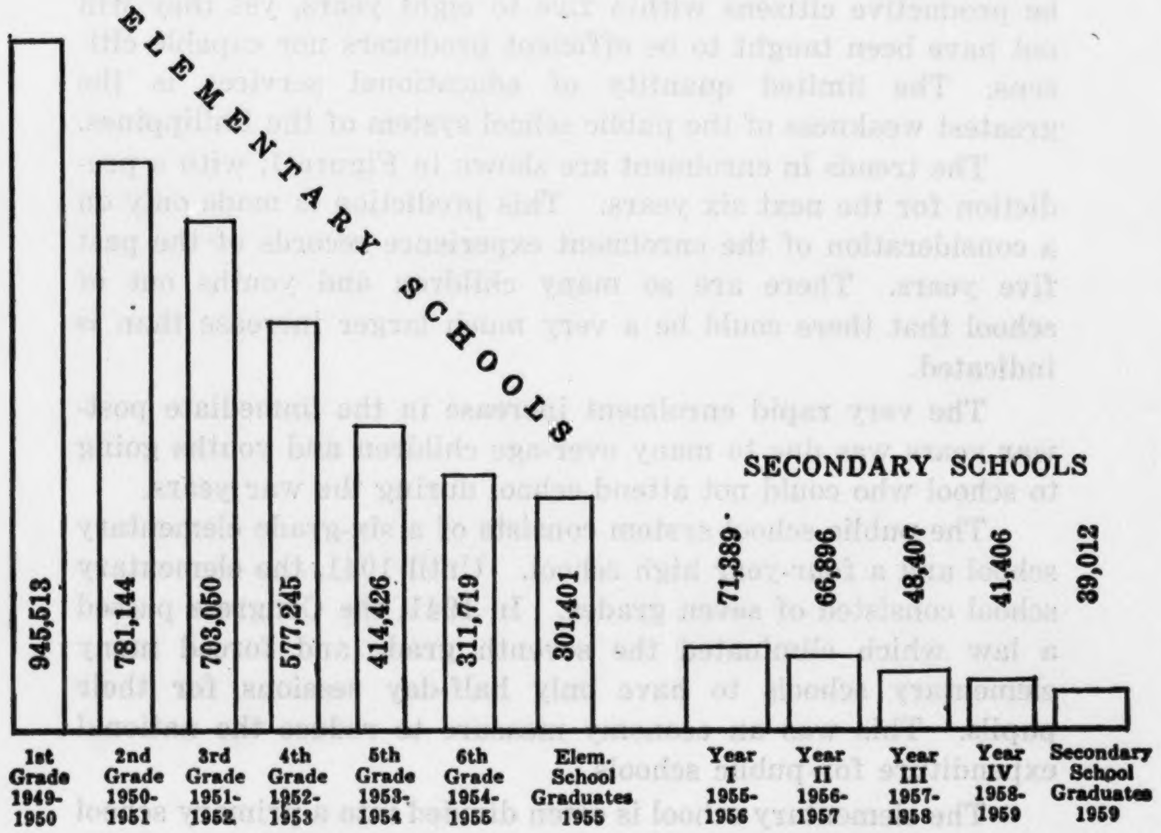
The public school system consists of a six-grade elementary school and a four-year high school. Until 1941, the elementary school consisted of seven grades. In 1941, the Congress passed a law which eliminated the seventh grade and forced many elementary schools to have only half-day sessions for their pupils. This was an economy measure to reduce the national expenditure for public schools.

The elementary school is often divided into a primary school (grades one to four) and an intermediate school (grades five and six). Many barrio elementary schools are primary schools with only the first four grades. This results in an unusually large number of drop-outs at the end of grade four.

The enrolment record of a group of children who entered the first grade in 1949 is shown in Figure 2. In this group of children, only 32 of every 100 who entered the first grade completed the sixth grade six years later. There is a large percentage of overage children enrolled in the elementary schools. The

FIGURE 2

THE ENROLMENT RECORD OF A GROUP OF CHILDREN WHO ENTERED THE PUBLIC SCHOOLS IN JUNE 1949



number of children of normal elementary school age (ages 7 to 12) who are not in school is probably not as great as the enrolment records indicate.

Most of the children attending elementary school attend the public schools. At the secondary level, a larger number of youths attend private secondary schools. Table 2 shows the enrolment figures for school year 1958-59 and how the enrolment was divided by types of schools: over 60 per cent of the secondary

TABLE 2. **DISTRIBUTION OF ENROLMENT BY TYPES OF SCHOOLS — 1958-59**

Type of School	*Enrolment*	
	Public Schools	*Private Schools*
Primary (Grades 1-4)	**3,019,034**	**121,381**
Intermediate (Grades 5-6)	**782,106**	**47,977**
Total Elementary	**3,801,140**	**169,358**
General High Schools	**178,707**	**392,034**
Vocational Trade School	**34,797**	
Vocational Agricultural School	**16,842**	
Vocational Fishery School	**1,936**	
Total Secondary	**232,282**	**392,034**
College	**35,859**	**226,906**

students are in private schools, and over 85 per cent of those attending colleges are enrolled in private schools. Private schools are thus providing the great majority of leadership training for the nation. The nation should be vitally concerned with the types of curriculum in use and the nature of the instruction given in the private schools, as well as in the public schools.

Table 2 also shows that there is a large enrolment in public vocational schools. The nation has realized the importance of providing specific training for occupational competency. A system of vocational, trade, agricultural, and fishery schools is widely distributed throughout the country. These schools have increased rapidly in recent years, and they are relatively well equipped. They should become a very important factor in improving the agricultural productivity and the industrial activity of the Philippines.

Teacher training has been recognized as a vital function in providing good public schools. Eight public normal schools are located throughout the nation, and several other state colleges and vocational schools also provide teacher training. College enrolment figures show, however, that most of the students in

higher education are enrolled in private colleges (Table 2). These private colleges train a large number of teachers.

There is no system of certification for teachers or school administrators. There is a qualifying examination which is given by the civil service division of the government. Such examinations, however, are not given regularly, and the results of the examinations when they are given, are not available for many months. The consequence is that the Bureau of Public Schools is giving qualifying examinations for use in administering their program of teacher selection and teacher placement.

Problem Areas in the Public Schools of the Philippines

It is relatively easy to recognize problems in a large and growing system of schools. So often weaknesses are recognized and strengths and achievements are neglected. A study of this type must of necessity focus on areas where improvements may be made. However, there would not even be a public school system in the Philippines to survey unless major difficulties had not been overcome and significant achievements attained during the past 60 years. No country in the Orient has a better distribution of elementary schools to reach all its children. The teachers, in general, are well trained and dedicated to their tasks. The nation is spending over one-fourth of its national budget on education. There exists a well-developed curriculum for all levels of the public schools, and considerable supervisory and administrative assistance is available to make the curriculum effective. These factors represent significant achievements and many of them were made by overcoming very serious obstacles.

The war years of 1942-1945 produced havoc: buildings, equipment, and personnel suffered to such an extent that only unusual efforts made any schools possible. It is remarkable that so much was accomplished so quickly to have again an operating public school system in the Philippines.

History should record the achievements of the Filipino people in developing and maintaining such a system of public schools. Nothing in this survey should in anyway detract from such accomplishments. Any discussions of problem areas should be considered only as a means of continuing progress in improving the public schools.

THE QUANTITY OF EDUCATIONAL SERVICES

There are many children and youths who attend school for only a few years. This out-of-school group is particularly large in the age-range of fourteen to seventeen years. This prevailing condition causes a severe loss to the nation. If this group could be trained to be more efficient producers and more effective citizens, the nation would benefit greatly. Many of this group would not need extensive academic and leadership training. They would need chiefly vocational training at skill levels that could be readily used in general employment conditions.

The number of youth in this category, however, is so great that the necessity of providing buildings, equipment, and teachers to solve the problem is quite significant.

The Philippines must consider the quantity of educational services in terms of the years of schooling available. At the present time the elementary school program consists of only six years. Many nations have considered this too few years in today's society. A law prescribes a seventh grade but it has never been implemented. The restoration of the seventh grade as well as the enforcement of the present attendance laws present severe problems.

THE QUALITY OF EDUCATIONAL SERVICES

The increase of the quantity of educational services would be of little effect unless the quality of the services were satisfactory. There appear to be many weaknesses in the program of instruction. These, in general, are not a reflection on teachers nor administrators. They are caused largely by financial limitations, but there are other factors which are significant.

The selection of teachers does not always place the best available teacher in each classroom. This condition is often caused by the manner in which the Civil Service teacher licensing law is administered. It is often affected by political pressures. It is also affected by the type of teacher training being given in some private teacher training institutions. There should always be an effort made to remove any hindrances to providing good teachers for every classroom.

The supervision of instruction is a means of improving instruction and of maintaining satisfactory uniform standards. The employment of many new teachers, of teachers who have not been adequately trained, and the assignment of teachers where teaching conditions are not good (large classes and insufficient materials), will make assistance to teachers very important.

The number of supervisors has not been increased with the increase in the number of teachers. Travel funds and traveling facilities often greatly hamper the effective use of existing supervision. There is also some evidence that supervisors at times create a feeling of evaluating the teaching rather than assisting the teaching and thus, supervision is not so effective as it might be in improving the quality of educational services.

The language problem will be a significant factor in the extent of achievement of Philippine school children for many years. There appears to be no one simple or satisfactory solution. What languages are chosen will be a national policy decision and the desire of the people. It should be clearly understood, however, that certain fundamental learning factors are involved which are universal and can not be avoided.

Language is a tool of learning and teaching. The more simple and more effective this tool is, the more efficient the instructional program may become. Thus, if a single language and a universal language were possible for use in the Philippines, it would be educationally advantageous. But there is no such language immediately available. The present use of four different languages in the elementary and secondary schools decreases the over-all quality of the instructional program.

The instructional equipment, supplies, and materials are necessary in sufficient quantities and of an appropriate type in order to provide good educational services. The loss of much school equipment and supplies during the war, and the large increase in enrolment has created a great deficiency of such materials. Textbooks are badly needed. Large quantities will be necessary to meet even minimum requirements. The use of many visual and auditory aids would improve instruction.

The use of radio as an aid to instruction is good. Experimenting should continue in this use of radio. Experimenting in the use of television should be undertaken. These media are being used to improve instruction in several countries, and the Philippines should be able to benefit by their use.

FINANCING THE PUBLIC SCHOOLS

No evidence has been found that there is any appreciable waste of funds expended for education in the Philippines. The Philippines is getting good returns for the money spent on education. The expenditure per pupil in 1959-60 would average less than one hundred pesos per year. This is less than it would cost to employ a maid or a custodian for a child for a similar period. The fact is that there is not enough money spent to provide good schools for all the children and youths of the nation. Most of the factors affecting the quantity and the quality of educational services require a considerable amount of money to greatly improve.

With the low per capita income, obtaining the funds necessary is very difficult. However, the low percentage of collection of taxes and the expanding economy would indicate that better administration of the tax laws might solve most of the problems of source of funds.

It is believed, moreover, that the people in a local community should participate, if only to a small degree in financing their schools. The people should be made aware that they can have a part in improving their schools. Such a realization could be much more effective than the actual money which would be provided, in creating a force for better schools.

CULTURAL MINORITIES

The Philippines has a number of different cultures within her boundaries. Some of them represent rather large numbers concentrated in certain provinces. Others are widely scattered and relatively few in number. All of these cultures have unique features which have enriched the nation. There is evidence, however, that quite often these groups do not contribute either socially, politically, or economically to the extent to which they might. The only solution to such a problem is education. But education for such groups is difficult, because some of the educational practices are quite foreign, even sometimes obnoxious, to such groups.

It is believed that studies should be made and a program of educational services developed which would be acceptable to these cultural minorities and which would make these groups more efficient producers and more effective citizens.

ADAPTING FOREIGN EDUCATIONAL PRACTICES

Certain educational practices have been developed earlier and more extensively in other countries. It is very wise for a nation to benefit from the research and experience of others. There is some evidence, however, that at times practices have been adopted rather than adapted. That which is learned from others should be adapted to fit the peculiar needs of this society.

As the system of public schools expands and as the political-economic conditions change, the Philippines will develop its unique social-political-economic patterns. Educational practices should always be developed to fit within the cultural context of the Philippines.

CHAPTER II

Elementary Education

The elementary schools of the Philippines constitute one of the nation's greatest assets. The 28,645 elementary schools located throughout the country are the centers in which great efforts have been made to provide a "university for the masses." These schools stand as clear evidence of the great public interest in elementary education and reflect the great importance attached to it by the Government. To a large extent the future of the nation depends upon the success of the elementary school in bringing educational opportunities to all children throughout the land.

There has been tremendous growth in various aspects of elementary education during the present century. School enrolments have increased so rapidly that it has been difficult to provide funds for essential instructional personnel, housing facilities, instructional resources, and administrative and other services. The great desire of the Filipinos for a basic education is clearly indicated as various growth trends are reviewed.

Increases in Enrolment and the Number of Schools

The great increase in enrolment and number of public elementary schools is shown in Table 1. From approximately 150,000 in 1900-01, enrolment has increased over 20 times to a total of 3,801,140 in 1958-59. The number of schools has increased from 4,366 in 1910-11 to 28,635 in 1958-59.

TABLE 1. INCREASES IN ENROLMENT AND NUMBER OF PUBLIC ELEMENTARY SCHOOLS FOR SELECTED YEARS

School Year	*Enrolment*	*Number of Schools* *
1900-1901	150,000	
1910-1911	607,089	4,366
1920-1921	924,410	7,587
1930-1931	1,143,708	7,641
1940-1941	1,922,738	12,249
1950-1951	3,931,042	21,890
1957-1958	3,575,350	28,042
1958-1959	3,801,140	28,635

* A school which maintains both primary and intermediate classes is counted as one primary and one intermediate school.

SOURCE: Bureau of Public Schools, *Statistical Bulletins* and *Annual Reports* of the Director.

Enrolment would be even greater if the children who are out of school could be accommodated and would enroll in school. Estimates of the school-age population in school and not in school are shown in Table 2 for school year 1958-59.

TABLE 2. NUMBER AND PER CENT OF SCHOOL-AGE POPULATION IN SCHOOL AND NOT IN SCHOOL — SCHOOL YEAR 1958-59

Age Group	*Estimated Population*	*Number in School**	*Estimated No. Not in School*	*Per Cent Not in School*
7-12	3,925,400	3,446,395	479,005	12.20%

* The number in school includes the enrolment in both public and private schools, but eliminates the overage (13 year old and up) and underage (less than 7 years of age) from the total enrolment figures.

SOURCE: *Statistical Bulletin*, Bureau of Public Schools, 1959 (Draft); *Statistical Bulletin*, Bureau of Private Schools, 1959 (Draft).

A detailed review of the problems involved in improving the holding power of the schools and in making provisions for compulsory education is presented in a later section.

Teachers

The schools of the Philippines are most fortunate in having a corps of dedicated teachers. In the many visits to schools made by the Survey Team it was clearly evident that the elementary school teachers are eager to develop an effective program of instruction. The long hours that teachers work, the extraclass activities in which they participate, the role they play in community affairs, the cheerful manner in which they accept heavy work loads, and the teaching materials that they purchase with their own money are clear indications of their desire to develop an effective community-school program.

The increase in the number of teachers and the teacher-pupil ratio for selected years are shown in Table 3. Teacher-pupil ratio is shown because it is a measure of teacher load that is directly related to quality of the instructional program.

TABLE 3. NUMBER OF TEACHERS AND PUPILS AND TEACHER-PUPIL RATIO FOR SELECTED YEARS

Year	*Number of Teachers*		*Number of Pupils*		*Teacher-Pupil Ratio*	
	Primary	*Intermediate*	*Primary*	*Intermediate*	*Primary*	*Intermediate*
1926	17277	6043	819962	182225	47	30
1936	18467	6356	976368	197511	53	31
1946	33592	7662	2089728	297785	62	38
1947	40816	9017	2737262	364944	67	40
1948	43356	10900	2933030	423772	68	39
1949	48859	14325	3159856	533321	65	37
1950	53055	21119	3185723	774652	60	37
1951	52363	22523	3034476	896566	58	40
1952	52424	24314	2923997	872328	56	36
1953	54103	25708	2678436	760396	50	30
1954	56899	27411	2630136	735292	46	27
1955	57402	27775	2504598	708943	45	26
1956	59711	28526	2656303	698610	45	25
1957	62239	29079	2791774	727608	45	25
1958	64848	30300	2831271	744079	44	25

SOURCE: Bureau of Public Schools, Annual Reports of the Director, and *Statistical Bulletins.*

The number of primary teachers has increased approximately four-fold and the number of intermediate teachers has increased approximately five-fold over the past two decades. Teacher-pupil ratio in the primary grades increased from 47 in 1926 to 68 in 1948, and decreased to 44 in 1958. There are still many classes with more than 50 pupils and some with more than 60. It was apparent as the Survey Team visited these large classes that a high level of quality of instruction could not be achieved. The teacher-pupil ratio is much more favorable in the intermediate grades. The ratio increased from 30 in 1926 to 40 in 1947 and 1951, but decreased to 25 during the last three years shown in Table 3. However, there are still many classes with 40 or more pupils because of the use of various plans of organization which are discussed in a later section. As shown later in the section on pupil achievement, children's learning is below standard when such large classes exist.

Although most teachers are assigned to single grades, many have been assigned to combined grades in schools where there are not enough children for a single grade. In Table 4 are shown the number and per cent of teachers assigned to single and combined grades. The most widely used combinations are Grades I and II and Grades III and IV. Very few combinations include Grades V and VI. The organization of combined grades is particularly important in rural areas and should be encouraged in order to make schools available to all children. It should be recognized that the instructional load is heavier in combined grades than it is in single classes and that class size should be kept small.

It should be noted in Table 4 that more teachers were assigned to Grade V than to Grade I, yet the enrolment in Grade I was more than twice as great as the enrolment in Grade V in 1958. The enrolment was three times greater in Grade I than it was in Grade VI during the same year, yet around 15 per cent of the teachers were assigned to Grade VI and only 16.6 per cent were assigned to Grade I. Immediate attention should be given to a better distribution of teachers so that the quality of instruction can be improved in the beginning grades. The first two years are of critical importance and class size should be reduced so that more effective instruction can be provided. This is indeed one of the critical needs found by the Survey Team in the elementary schools today.

TABLE 4. NUMBER AND PER CENT OF ELEMENTARY SCHOOL TEACHERS ASSIGNED TO SINGLE GRADES OR COMBINATION OF GRADES AS OF MARCH, 1958

Grades	*Number*	*Percentage*
Single Grades:		
I	15,842	16.62
II	11,359	11.91
III	9,246	9.70
IV	9,396	9.85
V	16,324	17.12
VI	14,201	14.90
VII (Pilot classes)	8	0.01
TOTAL	76,376	80.11
Combined Grades:		
I-II	8,137	8.53
I-III	703	0.74
I-IV	331	0.35
I-II-III	231	0.24
I-II-IV	50	0.05
I-III-IV	51	0.05
I-II-III-IV	128	0.14
II-III	1,209	1.27
II-IV	606	0.64
III-IV	6,872	7.21
II-III-IV	62	0.07
IV-V	9	0.01
III-IV-V	3	0.00
III-IV-VI	1	0.00
IV-VI	3	0.00
I-II-V	1	0.00
IV-V-VI	3	0.00
V-VI	158	0.17
Others (not specified)	224	0.23
Other Teachers	179*	0.19
TOTAL	18,961	19.89
GRAND TOTAL	95,337†	100.00

SOURCE: Bureau of Public Schools, *1958 Statistical Bulletin*, p. 46.

* Other teachers include head teachers, physical education teachers, relieving teachers, librarians, teachers on special detail, home economics and industrial arts teachers who are not included in the different teacher-class plans.

† This figure includes 64,848 primary classroom teachers, 30,300 intermediate classroom teachers, 108 critic teachers, and 81 elementary school principals

Plans of Organization

Several plans have been used to organize classes in the elementary school. Under the double single-session plan a teacher has one class in the morning and another class in the afternoon. Under the emergency plan a class meets with one teacher in the morning and a second class meets with another teacher in the same room in the afternoon. In both of these limited session plans the time of the school day is reduced and quality of instruction is lowered. It is only under the double-session (full day) plan that pupils have a complete program of instruction.

The extent to which various plans have been used in the primary grades over a five-year period is shown in Table 5. Although there has been a decrease in the number of classes on the double single-session plan, there were over 5,000 on this plan in 1957-58. The number of classes on the emergency plan has increased from 3,152 in 1953-54 to 4,330 in 1957-58.

TABLE 5. NUMBER AND PER CENT OF PRIMARY CLASSES ON DOUBLE-SESSION, DOUBLE-SINGLE AND EMERGENCY PLANS

Year	*Double Session*		*Double Single Session*		*Emergency*	
	Number	*Per cent*	*Number*	*Per cent*	*Number*	*Per cent*
1953-1954	64,852	83.15	9,068	11.63	3,152	4.04
1954-1955	67,626	86.24	6,818	8.69	3,211	4.10
1955-1956	70,783	87.04	6,178	7.60	3,613	4.44
1956-1957	73,829	86.63	6,408	7.52	4,009	4.70
1957-1958	75,922	87.55	5,373	6.20	4,330	4.99

SOURCE: Bureau of Public Schools, *Statistical Bulletins*, 1954-1958.

An indication of the large number of pupils in limited session classes is shown by the data presented in Table 6. Although there has been a steady decrease in the number of primary and intermediate pupils enrolled in limited sessions yet more than 583,000 were in limited sessions during the school year 1957-58. If a higher level of quality of instruction is to be achieved every possible effort must be made to eliminate limited session classes.

TABLE 6. NUMBER AND PER CENT OF PUBLIC ELEMENTARY SCHOOL PUPILS IN LIMITED SESSION CLASSES

Year	*Primary Schools*			*Intermediate Schools*		
	No. Enrolled	*No. in Limited Session Classes*	*Per Cent in Limited Session Classes*	*No. Enrolled*	*No. in Limited Session Classes*	*Per Cent in Limited Session Classes*
1953-1954	2,630,136	438,810	16.68	735,292	296,668	40.35
1954-1955	2,594,598	379,068	14.61	708,943	240,527	33.93
1955-1956	2,656,303	371,148	13.97	698,610	220,595	31.58
1956-1957	2,791,774	414,625	14.85	727,608	265,779	36.53
1957-1958	2,831,271	378,609	13.37	744,079	204,808	27.52

SOURCE: Bureau of Public Schools, *Statistical Bulletins*, 1954-58.

In the intermediate grades use is made of the 1-1, 3-2, and 5-3 plans. In the 1-1 plan, one teacher is provided for each class; in the 3-2 plan, three teachers are provided for two classes; and in the 5-3 plan, five teachers are provided for three classes. A lighter teacher load and the employment of special teachers in such fields as industrial arts and home economics are possible when the 3-2 and 5-3 plans are used. At the same time, costs of instruction are increased considerably over those required when the 1-1 plan is used.

In Table 7 is shown the extent to which the different plans have been used during the school years 1953-54 through 1957-58. There has been an increase in the use of the 5-3 plan and a decrease in the use of the 3-2 and the 1-1 plans.

Observations made by the Survey Team in the field indicate that there is some variation among schools within a school division regarding the assignment of teachers to implement the 5-3 plan. For example, in two nearby schools it was found that one school had 12 teachers for seven classes while the other had six teachers for five classes. Although not many similar situations were noted, it is urged that superintendents check carefully to assure an equitable distribution of teachers among different schools within a division.

Members of the Survey Team believe that consideration should be given to the promotion of the use of a departmentalized plan in the intermediate grades. In a departmentalized plan special teachers shift from room to room and teach such subjects as art, music, home economics, work education, and physical education, while other teachers take their homerooms for instruction in other subjects.

TABLE 7. NUMBER AND PER CENT OF INTERMEDIATE CLASSES USING VARIOUS ORGANIZATIONAL PLANS

Year	*1-1 Plan*		*3-2 Plan*		*5-3 Plan*		*Other Plans*	
	Number	*Per Cent*	*Number*	*Per Cent*	*Number*	*Per Cent*	*Number*	*Per Cent*
1953-1954	9,440	44.73	6,043	28.63	3,543	16.79	2,080	9.85
1954-1955	8,148	39.59	5,929	28.80	3,786	18.39	2,271	13.22
1955-1956	7,818	37.09	6,550	31.07	3,745	17.77	2,966	14.07
1956-1957	7,190	33.56	6,428	30.00	4,228	19.73	3,580	16.71
1957-1958	7,336	38.15	3,642	18.95	5,159	28.83	3,091	16.07

SOURCE: Bureau of Public Schools, *Statistical Bulletins*, 1954-58.

Principals

The principal is a key figure in the administration and supervision of the elementary school. There is much truth in the old saying, "As is the principal, so is the school." The kind of leadership provided by the principal determines to a large extent the quality of the instructional program, the *esprit de corps* of teachers and pupils, and the quality of school-community relations.

The number of principals and the principal-teacher ratio for selected years are shown in Table 8. Principal-teacher ratio is shown in order to indicate the extent of the principals' administrative and supervisory responsibilities. Although the number of principals has nearly doubled during the past two decades, the increase has not kept pace with the four-fold increase in the number of teachers. The principal-teacher ratio has increased from 20 in 1926 to 47 in 1958. It is readily apparent that the principal's load has increased greatly. A slightly smaller ratio would have been shown if only those elementary schools with eight or more teachers had been used in the calculation.

In addition to providing more principals, steps should be taken to provide assistant principals and clerical assistance in large elementary schools. Observations made by the Survey Team indicate that far too much of the principal's time is taken by routine tasks and not enough is given to the improvement of instruction.

TABLE 8. NUMBER OF PRINCIPALS AND TEACHERS AND PRINCIPAL-TEACHER RATIO FOR SELECTED YEARS

Years	*No. of Principals*	*No. of Teachers*	*Principal-Teacher Ratio*
1926	1154	23320	20
1936	1018	24825	24
1946	1150	41254	36
1947	1354	49833	37
1948	1482	54256	37
1949	1601	63184	39
1950	1754	74174	42
1951	1787	74885	42
1952	1980	76738	39
1953	1975	79811	40
1954	1992	84310	42
1955	1994	85177	43
1956	2000	88237	44
1957	1998	91318	46
1958	2009	95185	47

SOURCE: Bureau of Public Schools, *Annual Reports* of the Director.

Supervisors

The primary function of the supervisor is to improve the instructional program. The good supervisor brings a high degree of expertness to bear upon the problems of teachers, and stimulates and guides teachers to help themselves. With increasing specialization in the teaching of different school subjects, the role of the supervisor has increased in importance.

In the Philippines, supervisory service is provided in large part by the staff in school divisions. Shown in Table 9 are the numbers of division supervisors for various subject areas as of the school year 1958-59.

TABLE 9. NUMBER OF DIVISION SUPERVISORS BY SUBJECT AREA OR ACTIVITY

Subject Area or Activities	*No. of Div. Supv. Employed Under*			*Total*
	National	*City*	*Provincial*	
Academic	58	8	—	66
Health	28	3	1	32
Physical Education	—	5	2	7
Pilipino	41	8	2	51
English	25	3	4	51
Home Economics	50	14	—	64
Industrial Arts	53	11	—	64
Adult	13	2	3	18
Music	—	9	—	9
Art	—	1	—	1
Science	—	1	—	1
Guidance	1	3	6	10
Special Education	—	—	—	—

SOURCE: General Office.

Each division has an academic supervisor who actually serves as an assistant superintendent in most school divisions. He has many administrative assignments, is head of the supervisory staff, and coordinates the work of district supervisors. In addition, he is supposed to supervise academic subjects such as arithmetic, social studies, science, and English (except where an English supervisor is available). Because of their heavy administrative load, many academic supervisors are unable to give adequate attention to supervision.

The best provision for supervision has been made in the case of home economics, with its total of 64 division supervisors. The next most adequate provision has been made for the supervision of Pilipino with a total of 51 supervisors. It was evident to the Survey Team and the counterparts as they visited schools that instruction in these two areas reflected the above average provisions that have been made for supervisory service.

Although there are a total of 64 supervisors of industrial arts, it must be remembered that they supervise both agriculture and industrial arts. Because they have specialized in either one or the other, they do not in general have the competence to supervise both fields. Many have attended workshops, conferences, and other meetings in order to improve their competence. Additional work should be taken by these supervisors to upgrade their ability to supervise the subject in which they have had little or no special preparation.

English is an area in critical need of more effective supervision. Only 26 divisions out of the 64 school divisions have supervisors of English; 60 per cent have none. With the present emphasis on second-language techniques, there are few qualified supervisors who can give the assistance that teachers need. As stated earlier, the academic supervisor is heavily burdened with other assignments. In addition, he has not had specialized preparation in the teaching of English as a second language.

Other critical needs exist in different subject fields such as art, music, physical education, and science, and in such special areas of activity as adult education, special education, and guidance. Supervisory needs in the last three areas are discussed in later sections.

It is doubtful if special supervisors can or should be appointed in each subject field. A plan that has been used successfully in some divisions is to employ general supervisors who have special competence in art, music, science, or some other subject. These individuals give specialized help in one subject and are also able to provide general supervision on other instructional problems. Superintendents are urged to give serious consideration to this plan. As staff changes are made, it should be possible for them to recruit a staff of supervisors who can give both general and special help to teachers and thus upgrade all areas of instruction.

There are several critical problems faced by division office supervisors that should be solved as soon as possible. First, adequate funds should be provided to enable supervisors to visit schools throughout the division. In every division visited by the Survey Team it was reported that supervisors were greatly handicapped because of a lack of travel funds. Second, a definite program of in-service education should be provided for supervisors as well as for teachers. Third, the qualifications of supervisors should be raised to include appropriate work beyond the B.S.E. that will assure a minimum level of professional competence for their position.

In addition to the division office supervisors, there are the district supervisors in each school division whose main job is to coordinate the program of schools within a given district. Specific suggestions relative to the work of the district supervisor are given in Chapter VII.

Shown in Table 10 are the total number of division and district supervisors and supervisor-teacher ratio for selected years. The supervisor-teacher ratio is shown to give some indication of the work load of supervisors. From 1926 to 1958 the number of teachers increased around 400 per cent while the number of supervisors increased around 60 per cent. The supervisor-teacher ratio increased from 37 to 90. The present ratio appears to meet reasonable standards. However, it should be pointed out that in some divisions travel difficulties and dispersion of pupils are such that a much smaller ratio is essential if adequate supervision is to be provided.

TABLE 10. NUMBER OF SUPERVISORS AND TEACHERS AND SUPERVISOR-TEACHER RATIO

Year	*Number of Division and District Supervisors*	*Number of Teachers*	*Supervisor-Teacher Ratio*
1926	638	23320	37
1936	523	24825	47
1946	626	41254	66
1947	667	49833	75
1948	867	54256	63
1949	915	63184	69
1950	935	74174	79
1951	829	74885	90
1952	1005	76738	76
1953	1015	79811	79
1954	1041	84310	81
1955	1047	85177	81
1956	1041	88237	85
1957	1098	91318	83
1958	1052	95148	90

SOURCE: Bureau of Public Schools, *Annual Reports* of the Director.

Other supervisory services are provided by personnel in the General Office. A discussion of these services and related recommendations are presented in Chapter VII.

SUMMARY AND RECOMMENDATIONS

There has been a great expansion of the program of elementary education during the present century and particularly during the past two decades. Enrolment has increased greatly, but many children are still out of school and a large number are enrolled in limited session classes. A large staff of dedicated teachers, principals, and supervisors has been recruited. However, the load of teachers as measured by teacher-pupil ratio is still high, particularly in the primary grades. Increases in the number of principals and supervisors have lagged behind the increases in the number of teachers. Available supervisory services are greatly limited by a lack of travel funds. The qualifications required of principals and supervisors are substandard.

It is recommended:

That particular attention be given to the reduction of class size in the primary grades with strict adherence to the maximum of 40 set by the Board of National Education. As soon as practicable, the maximum should be reduced to 35.

That special efforts be made to eliminate double-single-session and emergency plans in the primary grades and the emergency and one-one plans in the intermediate grades.

That a more equitable distribution of teachers be made between primary and intermediate grades in proportion to the number of pupils enrolled.

That principals be appointed in every school with eight or more teachers.

That assistant principals be appointed in every elementary school with 30 or more teachers.

That clerical assistance be provided in elementary schools so that principals can spend more time on supervision.

That principals be given increased responsibility for the supervision of instruction and that qualifications be raised to include graduate work in supervision.

That district supervisors and principals jointly plan local in-service education activities including the utilization of the services of division supervisors.

That both general and special subject division supervisors be concerned about the total educational program and that supervisory services be coordinated more effectively in order to prevent divisiveness and confusion on the part of teachers.

That each school division recruit certain supervisors who can provide not only general supervisory service, but also special supervision in art, music, and/or physical education which have been neglected in the past.

That more in-service education activities be provided for supervisors and principals in order to promote continuous professional growth.

That more adequate provisions be made for classroom visitation by supervisors in order that they can give more time to the instructional problems faced by teachers.

Compulsory Education

The need for some form of compulsory education in the Philippines has been recognized for nearly three centuries.[1] At the end of the seventeenth century a royal order was issued in Spain directing all natives to be taught Spanish. In 1812, the Spanish Constitution provided that education be compulsory. In a conference called by Salazar in 1852 a resolution was passed calling for compulsory education. In 1863, a decree was issued making education free and compulsory. In 1889, it was made compulsory for all children six to twelve years of age to attend school. In 1897, the Provisional Constitution of the short-lived Republic established free and compulsory education. In 1901, Act No. 74 of the Philippine Commission established a course of three years; this was extended to four years in 1907. In 1925, Resolution No. 17 of the Legislature indicated that the first duty of government was to provide free elementary education for every child. The Constitution approved in 1935 included the following mandate: "...The Government shall establish and maintain a complete and adequate system of public education, and shall provide at least free primary instruction.... (Article XIV, Sec. 5.) In 1940, Commonwealth Act No. 586 prescribed four years of compulsory attendance for those pupils who enrolled in Grade I. In 1953, Republic Act No. 896 provided for seven years of compulsory education.

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[1] For a detailed discussion see Antonio Isidro, Juan C. Canave, Priscila S. Manalang, and Matilde M. Valdes, *Compulsory Education in the Philippines* (Paris: Unesco, 1952, pp. 12-20).

But not a single one of the foregoing, including the Constitutional mandate, has been fully implemented or enforced. The fact is that the Philippines does not have a typical system of compulsory elementary education, but rather a system that has been described as semi-compulsory.[2] Children are required to remain in school only until they finish Grade IV if they enroll in Grade I; and little or no enforcement of this requirement exists. The present system is definitely below the standards of other progressive countries, insofar as compulsory education is concerned.[3]

HOLDING POWER OF THE ELEMENTARY SCHOOLS

One gauge of the effectiveness of compulsory education is the holding power of the schools. The problem of increasing the holding power has always been a difficult and serious one in the Philippines. In the Monroe survey of 1925, it was pointed out "that until recently the Philippines had but a two-grade school system... the system may be quite appropriately called a three-grade system."[4] The Joint Congressional Committee reported that of those children who entered Grade I in 1925, only 45 per cent continued in Grade IV, 26 per cent in Grade V, and 18 per cent in Grade VI.[5]

That the problem is still serious is shown in Table 11, in which is reported the per cent of children dropping out of Grades I-VI during the school years 1946-47 through 1957-58. In the primary grades the problem is most serious in Grade I with 10 per cent dropping out in 1957-58 which is about the same as the per cent for 1946-47. There is, however, a steady decrease from the high per cent of dropouts of 1951-52. In other grades, the per cent of dropouts in 1957-58 varies from 7.57 in Grade II to 9.21 in Grade V. Again there is a steady but small decrease from the high rate of dropouts in 1951-52.

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[2] *Ibid.*, p. 23.

[3] Monroe *et al.*, *op. cit.*, pp. 199-201.

[4] *Ibid.*, pp. 203-204.

[5] Report of the Joint Congressional Committee on Education to the Congress, *Improving the Philippine Educational System* (Manila: Bureau of Printing, 1951, p. 53).

The drastic effect of the rate at which children drop out of school upon enrolment and survival from grade to grade is shown in Table 12.

Out of every 100 pupils who enrolled in Grade I in 1952-53: 80 reached Grade II; 73 reached Grade III; 64 reached Grade IV; 50 reached Grade V; and 39 reached Grade VI. Although the foregoing figures show an improvement over 1925, there is still great need to increase the holding power, because only one-half of the children who enroll in Grade I reach Grade V. It must be remembered that all eligible children do not enroll in Grade I. Hence, the proportion of all eligible children reaching Grade V is actually less than one-half.

The major causes of dropouts have been identified in a study completed by the National Survey Committee on Dropouts.[6] Educational factors such as the following accounted for 38 per cent of the dropouts: lack of interest, inability of pupils to get books, distance from school, over-age for a given grade, onerous contributions, dislike for the teacher, irregular attendance, and influence of bad companions. Economic factors accounted for 38 per cent of the dropouts. It was found that the annual income of the dropouts' families was below 300 to 400 pesos and that 85 per cent had incomes lower than that earned by one person on the lowest basic wage rate. Poor home conditions accounted for 15 per cent of the dropouts. Finally, various health disorders accounted for nine per cent of the dropouts. The summary of suggestions on ways to decrease the number of dropouts that has been made by Cortes [7] can be used as a grade to effect immediate improvements.

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[6] Report of the National Survey Committee on Dropouts, *National Survey on Dropouts from Elementary Schools during 1952-1955* (Manila: Bureau of Public Schools, 1956, pp. 4-14).

[7] Cortes, *op. cit.*, pp. 11-16.

TABLE 11. PER CENT OF CHILDREN DROPPING OUT OF ELEMENTARY SCHOOL IN EACH GRADE FROM 1946-1947 TO 1957-1958

GRADE	SCHOOL YEAR												
	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	Average
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
PRIMARY:													
Grade I	10.20	10.71	11.58	12.63	12.71	14.77	13.41	12.08	12.19	11.16	10.48	10.00	11.83
Grade II	8 09	6.98	8.95	8.93	10.19	11.92	10.91	9.08	8.94	8.00	7.66	7.57	8.94
Grade III	9.03	6.98	8.42	9.32	10.47	12.44	11.65	9.96	9.58	8.96	8.54	8.10	9.45
Grade IV	10.53	8.21	8.84	9.52	11.88	13.51	12.62	10.86	10.67	9.54	8.98	8.56	10.31
Average	9.40	8.25	9.58	10.25	11.35	13.22	12.22	10.60	10.44	9.54	9.03	8.65	10.21
INTERMEDIATE:													
Grade V	12.27	10.36	11.06	9.96	12.57	15.42	14.05	12.06	11.71	9.97	10.11	9.21	11.56
Grade VI	9.20	7.53	9.82	8.18	10.12	12.40	12.37	10.76	10.36	8.85	7.81	7.96	9.61
Grade VII	——	——	——	——	——	——	——	——	——	——	——	5.00	5.00
Average	11.00	9.17	10.60	9.33	11.53	14.03	13.32	11.49	11.12	9.47	9.10	8.67	10.74

SOURCE: Bureau of Public Schools, *1958 Statistical Bulletin*, p. 20.

TABLE 12. DECREASING ENROLMENTS AND PER CENT OF FIRST-GRADE CHILDREN REACHING HIGHER GRADES FROM 1952-53 TO 1957-58

Year	*Grade*	*Enrolment*	*Per Cent of Grade I Pupils Reaching Higher Grades*
1952-53	I	821,628	
1953-54	II	659,819	II — 80.30
1954-55	III	595,392	III — 72.46
1955-56	IV	525,250	IV — 63.93
1956-57	V	409,713	V — 50.41
1957-58	VI	324,258	VI — 39.24

SOURCE: Jose T. Cortes, *Increasing the Holding Power of the Philippine Public Schools* (Manila: Bureau of Public Schools, 1959, p. 9), Mimeographed.

ATTEMPTS TO IMPROVE COMPULSORY ATTENDANCE

Several attempts have been made to improve compulsory attendance in the Philippines. After the Monroe Survey, in which the relationships between failing in school and dropping out were studied, a marked decrease in the per cent of failures in the elementary grades has been achieved from the 32 per cent in 1923-24 [8] to 7.9 per cent in 1957-58.[9] The folly of failing a large percentage of children has been aptly pointed out in the Report of the Joint Congressional Committee.[10]

In 1940, specific provisions on compulsory attendance were established in Section 5 of Commonwealth Act No. 586 as follows:

> No child shall be admitted into the public elementary schools except on condition that he shall remain in school until he shall have completed at least the primary course. Compulsory attendance as herein required may be waived in any one of the following cases: (1) when the distance from the home of the child to the nearest school exceeds three kilometers and the said school is not conveniently accessible to the child considering the means available; (2) where such child is mentally

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[8] Monroe *et al, op. cit.*, p. 216.

[9] Bureau of Public Schools, *1958 Statistical Bulletin*, p. 21.

[10] Report of the Joint Congressional Committee on Education to the Congress, *op. cit.*, pp. 54, 84-86.

defective or is physically unable to enter said school, of which fact a certificate of a duly authorized physician should be sufficient evidence; (3) where on account of economic conditions of the parents the child cannot afford to continue in school; and (4) when the child transfers to a private school.

The parents or guardians or those having control of children herein required to attend school who fail to keep said children in school without justification as prescribed in this section shall be liable to a fine of not less than 20 nor more than 50 pesos.

An attempt was made by the Bureau of Public Schools in 1941 to enforce the attendance provisions of the Act. Attendance teachers were assigned to maintain or to increase the holding power of the school. Because of the outbreak of war in 1941, no evaluation of the work of the attendance teacher or the compulsory attendance provision of the Act could be made.

After the war great efforts were made to rebuild the school system. The economy measures which had been provided in Act No. 586 were implemented; these included the reduction of elementary education from seven to six years, organization of double-single-session classes, and utilization of the one-teacher-one-class plan in the intermediate grades. From 1946 to 1950 a total of 31,460 extension classes were authorized. It appeared that the goal of making primary education available to the elementary school, "the university of the masses," was about to be achieved.

But much criticism was pouring in from every part of the Philippines. Utilization of the double-single-session plan had reduced the amount of time provided for instruction to approximately one-half of that formerly provided. In 1951-52, the dropout rate reached a high of 13.22 per cent in the primary grades and 14.03 in the intermediate grades. Teachers and other school personnel objected to the one-teacher-one-class plan in the intermediate grades. There was wide agreement upon the need to restore Grade VII.

In 1949, the Joint Congressional Committee on Education had recommended that the double-single-session plan be eliminated, that Grade VII be restored, that the 3-2 and 5-3 plans be used in the intermediate grades, and that the compulsory education provisions be enforced.[11] The Unesco Consultative Educational Mission had recommended that Grade VII be restored and that school enrolment as well as attendance be made compulsory until the child has completed elementary education or reached his fifteenth birthday.[12]

In 1952, a study of compulsory education in the Philippines was completed and six general factors were considered in terms of their influence upon compulsory education.[13] Political and economic factors were adjudged to be of basic importance since the extent of governmental support and economic conditions are determiners of what is spent for education. Religious, social, linguistic, and geographic factors were discussed in terms of their impact upon the educational program. It was stated that a broad program of action was needed to bring about a more effective system of compulsory education including (a) improvement of economic conditions, (b) a high level of governmental support, (c) improvement of the system of school finance, (d) employment of better-trained teachers, and (e) improvement of the curriculum.[14]

Several weaknesses in the compulsory education provisions of Act No. 586 were identified as follows: (a) children were not compelled to enroll in school; (b) no provision was made for the education of children who were employed; (c) the period of compulsory education was too short; (d) no provision was made for enforcing attendance after enrolment; (e) one condition that permitted exemption from attendance was vague and subject to varying interpretations.[15]

In 1953, Congress took several forward steps to improve elementary education through Republic Act No. 896 which included the following basic provisions:

SEC. 3. To put into effect the educational policy established by this Act, the Department of Education is hereby authorized to revise the elementary school system on the following basis: The primary course shall be composed of four grades (Grades I to IV) and the intermediate course of three grades (Grades V to VII). Pupils who are in the sixth grade at the time this Act goes into effect will not be required to complete the seventh grade being eligible to enroll in the first year of the secondary school: Provided, that they shall be allowed to elect to enroll in Grade VII if they so desire.

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[11] *Ibid.*, pp. 92-93.

[12] Unesco Consultative Educational Mission, *Report of the Mission to the Philippines* (Paris: Unesco, 1949, p. 29).

[13] Isidro, *et al.*, *op. cit.*, pp. 50-64.

[14] *Ibid.*, pp. 65-81.

[15] *Ibid.*, pp. 23-24.

SEC. 4. The Secretary of Education may, with the approval of the President, authorize, in the primary grades, the holding of one class, morning and afternoon, under one teacher. In the intermediate grades, classes may be authorized on the basis of two classes under three teachers or of three classes under five teachers. Where there is not enough number of children to meet the minimum requirements for organizing one-grade of two-grade combined classes, the Secretary of Education may authorize the organization of classes with more than two grades each.

SEC. 5. It shall be compulsory for every parent or guardian or other person having custody of any child to enroll such child in a public school, the next school year following the seventh birthday of such child, and such child shall remain in school until the completion of an elementary education: Provided, however, that this compulsory attendance shall not be required in any of the following cases: First, when the child enrolls in or transfers to a private school; Second, when the distance from the home of the child to the nearest public school offering the grade to which he belongs exceeds three kilometers or the said public school is not safely or conveniently accessible to the child: Third, when such child is mentally or physically defective in which case a certificate of a duly licensed physician or competent health worker shall be required; Fourth, when on account of indigence, the child cannot afford to be in school; Fifth, when the child cannot be accommodated because of excess enrolment; and Sixth, when such child is being regularly instructed by the parent or guardian or private tutor, if qualified to teach the several branches of study required to be taught in the public schools, under conditions that will be prescribed by the Secretary of Education.

Especially significant were the following: (a) The requirement to enroll children in school was established. (b) Elementary education was extended to include Grade VII. (c) Full-day classes were provided in primary grades. (d) Compulsory elementary education was extended to include Grade VII. (e) The 3-2 and 5-3 plans were authorized in the intermediate grades. However, no penal provisions were included as had been done in Act No. 586.

A study of ways to implement the attendance provisions in Act No. 896 was made in 1956 as a result of Department Order No. 4, s. 1956. An experimental scheme was launched at the beginning of the school year 1956-57 to improve compulsory attendance. Several immediate objectives were set up to (a) make the people aware of the need for giving the substance of fundamental education, (b) secure lay support, (c) identify problems related to enforcement of attendance, (d) estimate the funds needed if all school-age children were enrolled, and (e) determine the administrative machinery needed for operating an effective system of compulsory education.

The use of one teacher to work on the improvement of attendance in a complete elementary school was authorized in 46 divisions and in six cities. As shown in Table 13, enrolment increased substantially, the number of dropouts decreased, and a large number of children were persuaded to return to school.

TABLE 13. INCREASE IN ENROLMENT, DECREASE IN DROPOUTS, AND NUMBER OF PUPILS PERSUADED TO RETURN TO SCHOOL IN 46 DIVISIONS AND SIX CITIES IN 1956-1957

Grades	*Change from Preceding Year*		*Number Persuaded To Return To School*
	Increase in Enrolment	*Decrease in Dropouts*	
I	9,314	1,306	5,435
II	4,417	741	3,940
III	2,044	887	2,338
IV	2,255	748	1,776
V	2,710	371	2,061
VI	1,260	480	1,267
TOTAL	22,000	4,533	16,817

SOURCE: Data supplied by the General Office, Bureau of Public Schools.

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The success of the experimental scheme and the experience gained from its use indicate that it should be fully implemented throughout the Philippines. The employment of an adequate number of attendance teachers in each division should enable school officials to begin to enforce the enrolment and attendance provisions of Act No. 896.

PROVISION OF STAFF AND EDUCATIONAL FACILITIES

No system of compulsory education can be operated successfully unless the necessary instructional staff and facilities are provided. This responsibility rests with the Congress of the Philippines. A first step is to provide for an adequate number of extension classes. In Table 14 are shown the number of classes actually authorized for each year from 1946 to 1959.

TABLE 14. AUTHORIZED NUMBER OF EXTENSION CLASSES FROM 1946-47 TO 1958-59

School Year	*Number of Extension Classes Authorized*
1946-47	8,380
1947-48	3,580
1948-49	9,000
1949-50	10,500
1950-51	1,051*
1951-52	3,000
1952-53	3,000
1953-54	6,000
1954-55	695
1955-56	3,060
1956-57	3,100
1957-58	3,650
1958-59	7,020
1959-60	3,000

SOURCE: Data supplied by the General Office.

* The decrease in 1950-51 was due to an order issued to the divisions to use the double-single-session plan in the primary grades and the 1-1 plan in the intermediate grades.

The need for an increase in the number of extension classes has been highlighted in the following statement:

> As of July 1, 1959, according to the Office of Statistical Coordination and Standards, National Economic Council, there were 733,100 seven-year old children. (Estimate obtained by Sprague's multipliers from the distribution by broad age groups adopted by the Committee on Demography). Approximately 300,000 children finish grade six and their places can be filled by seven-year-olds and would therefore leave 433,100 seven-year-old children seeking admission to the first grade...[16]

Even allowing for pupils who fail in, and drop out from, various elementary grades and those who die, there would obviously be an urgent need for several thousands of extension positions every year. It should be noted that if the standard of 40 pupils per class were applied in all elementary schools as desired by the Board of National Education the number of needed extension classes would have to be increased by some more thousands.

In summary, it must be concluded that compulsory elementary education has not been provided in the Philippines. An average of approximately 300,000 children of school age have not enrolled in the elementary grades during the past ten years.[17] No program exists for children of school age who are out of school for various reasons. Compulsory enrolment and attendance have not been enforced. The number of dropouts in each grade is far in excess of reasonable expectations. An insufficient number of extension classes have been provided each year to take care of increasing enrolments. Inadequate provisions have been made for school housing, textbooks, and other instructional materials to accommodate eligible children.

An all-out effort should be made by school personnel, parents, and other laymen, and the Congress to make elementary education fully compulsory in line with the provisions of Republic Act No. 896. With economic conditions on the upswing in the Philippines there is every reason to believe that the Government can now make adequate provisions for elementary education so that the elementary school will in reality become "the university of the masses." But Congress cannot do the job alone; parents and other laymen must give their support. School personnel must work diligently to inform PTA's, officials of local government, and civic groups and other groups of the needs that exist and of the possible roles they may play in stimulating parents to assist in enforcing attendance. Barrio councils as a result of Republic Act No. 2370 (included in BPS Bulletin No. 27, s. 1959) can provide assistance in rural areas. It is only through active community and parental support that a truly effective system of compulsory education can be achieved.

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[16] F. R. Yanson, *Financing Compulsory Education in the Philippines.* (Manila: Bureau of Public Schools, 1959, p. 5). (Mimeographed)

[17] Data supplied by B.P.S.

RECOMMENDATIONS

It is recommended:

That compulsory education be provided for children between the ages of seven and thirteen or from Grade I to the completion of the elementary school, as provided in Republic Act No. 896.

That the following steps be taken over a period of five to ten years to make elementary education compulsory between the ages of seven and thirteen:

1) Full enforcement of compulsory enrolment and attendance in Grades I through IV.

2) Extension of compulsory enrolment and attendance to include Grades V and VI.

3) Extension of compulsory enrolment and attendance to include Grade VII.

By phasing the enforcement of compulsory enrolment and attendance over a five-to-ten year period, it will be possible to make budgetary provisions for necessary buildings, instructional resources, and personnel in graduated amounts.

That attendance teachers and/or guidance workers be provided in each division to assist in enforcing compulsory education.

That school personnel actively seek the cooperation of parents, barrio councils, and other laymen in order that the Philippines can achieve an effective system of compulsory education for children in the elementary school.

Pupil Achievement in Selected Subjects

Two different batteries of achievement tests were given in order to determine as objectively as possible the achievement of pupils in reading, arithmetic, and language. The tests were given to sixth-grade pupils in general elementary schools, in laboratory schools attached to the eight normal schools, and in schools selected by superintendents because they had a good community-school program. The latter were included to determine whether or not there would be a difference between schools which had developed outstanding community-school programs and those that had developed a typical community-school program, or in the case of city schools, a general elementary-school program. The laboratory schools were included to determine whether or not the achievement of pupils would differ from that of pupils in other schools due to such factors as smaller class size, provision of more teaching materials, use of more up-to-date methods, provision of more supervision, and other advantages. No attempt has been made to control the foregoing factors, pupil selection, or differences in academic capacity of pupils in the different schools.

THE ACHIEVEMENT TESTS

Two different batteries of tests were selected for use in the survey. The Stanford Achievement Tests that were used in the Monroe Survey were selected in order to make comparisons between achievement in 1925 and in 1959. The Philippine Achievement Tests were selected in order to make comparisons between achievement in 1947 and in 1959. The nature of the tests, the reliabilities, and the number of items in each test are as follows:

Stanford Achievement Tests, Advanced

Reading		*Reliability* *Gr. VI*	
Test 1.	Paragraph Meaning ..	.72	29 items
Test 2.	Sentence Meaning ...	.78	80 "
Test 3.	Word Meaning	.92	85 "
Arithmetic			
Test 4.	Computation	.77	47 items
Test 5.	Reasoning	.71	39 "
Language			
Test 6.	Language Usage	.76	60 items

Philippine Achievement Tests, Advanced Examination

Series A B C, Form III

Arithmetic		*Reliability* .80	
Test 1.	Computation		50 items
Test 2.	Reasoning		20 "
Reading		*Reliability* .94	
Test 1.	Word Meaning		80 items
Test 2.	Sentence Meaning ...		100 "
Test 3.	Paragraph Meaning ..		79 "
Language and Dictation		.94	
Test 1.	Language Usage		120 items
Test 2.	Dictation		31 "

The Sample

The total number of pupils in the different types of schools who took the tests is shown in Table 15.

TABLE 15. NUMBER OF PUPILS WHO TOOK THE TESTS IN BARRIO AND CENTRAL SCHOOLS, LABORATORY SCHOOLS, AND COMMUNITY SCHOOLS SELECTED BY SUPERINTENDENTS

Tests	*Number Who Took the Tests*		
	Central and Barrio Schools	*Laboratory Schools*	*Community Schools Selected by Supts.*
Stanford Achievement Tests ..	2,564	216	355
Philippine Achievement Tests .	2,566	216	257

The total number of pupils tested on the Stanford Achievement tests was larger than the number tested on the same tests in the Monroe Survey in which 2,071 were tested.[18]

In order to obtain a wide sampling of pupils in barrio and central schools, specific attention was given to the selection of schools in eight regions of the Philippines. The exact location and names of the schools, and the number of pupils who took the tests in each school are shown in Appendix A. One weakness in the sampling procedure was the omission of small barrio schools in remote areas; this was made necessary because of limitations of time and of personnel to do the testing.

FINDINGS

Median scores and grade equivalents of sixth-grade pupils in the different types of schools are presented in Table 16. Medians have been used because they were available for the pupils tested in 1925 and 1947.

The level of achievement of pupils in general elementary schools and in community schools selected by superintendents was similar on all tests. In general, sixth graders in these schools were around one grade below the 1925 group on the reading tests, more than one grade below on arithmetic computation and language, and over two grades below on arithmetic reasoning. In comparison with the 1947 pupils, they were about two grades below in reading and arithmetic, and about one grade below in language and dictation. The pupils in schools with a strong community-school program are in general not lower nor higher than pupils in general elementary schools.

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[18] Monroe *et al.*, *op. cit.*, p. 121.

The achievement of pupils in laboratory schools attached to normal schools is much higher. Pupils in laboratory schools were higher than the 1925 group on two tests in reading and approximately the same on the third reading test and on the language test. They were around one-half grade below on arithmetic computation and over one year below on arithmetic reasoning. In comparison with the 1947 group they were less than a year below on arithmetic and reading and over one year above in language and dictation. Apparently, the learning conditions are much more favorable in the laboratory schools which appear to have smaller classes, better qualified teachers, more library resources, more supervision, more adequate housing facilities, and a more highly selected group of children.

INTERPRETATION OF FINDINGS

In interpreting the results of the tests as shown in Table 16, it should be remembered that no single factor can be said to be the cause of the lower medians that have been reported. Some individuals may be inclined to state that there is a single cause, but on second thought will discover that a multiplicity of factors are involved, such as the following:

1) *The lack of textbooks, supplementary reading materials, and library books.* Children cannot develop a high level of reading ability if they do not have materials to read. The sooner this problem is faced and solved, the better will be the program of instruction in reading.

2) *The large classes.* There are far too many classes in which more than 50 and in some cases more than 60 pupils are enrolled. With such large classes teachers cannot do the analysis of pupils' work which is necessary to make plans and prepare materials for the correction and remediation of specific difficulties.

TABLE 16. MEDIANS AND GRADE EQUIVALENTS OF SIXTH GRADERS IN 1925, 1947, AND 1959 ON THE STANFORD AND PHILIPPINE ACHIEVEMENT TESTS

Achievement Tests	*Year*	*Gen. Elementary*		*Laboratory Schools*		*Selected Community Schools*	
		Grade VI		*Grade VI*		*Grade VI*	
		Med.	*Gr. Eq.*	*Med.*	*Gr. Eq.*	*Med.*	*Gr. Eq.*
Stanford*							
Reading							
Test 1 ..	1925	46.00	4.4				
	1959	27.36	3.3	48.74	4.7	27.75	3.3
Test 2 ..	1925	28.00	4.6				
	1959	16.13	3.5	29.13	4.7	17.00	3.5
Test 3 ..	1925	37.00	5.2				
	1959	23.95	4.0	35.91	5.1	24.50	4.1
Total .	1925						
	1959	67.27	3.60	111.19	4.7	75.63	3.8
Arithmetic							
Test 4 ..	1925	112.00	6.4				
	1959	86.59	5.1	100.27	5.77	84.20	5.0
Test 5 ..	1925	64.00	6.2				
	1959	31.20	4.1	42.67	4.6	32.55	3.7
	1925						
Total ..	1959	119.90	4.7	141.90	5.3	116.83	4.6
Language							
Test 6 ..	1925	20.00	5.6				
	1959	9.64	4.2	19.11	5.5	11.11	4.3
Phil. Ach. Test							
Arithmetic .	1947†	40.3	6.6				
	1959	25.77	4.6	33.67	5.7	26.50	4.7
Reading ...	1947†	87.5	6.6				
	1959	51.28	4.9	77.41	5.9	49.76	4.8
Lang. and Dictation .	1947†	73.1	6.6				
	1959	54.22	5.6	92.50	7.7	57.94	5.7

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* Tests were administered from January 28 to March 8, 1925. The Medians for these tests for Grade VI were estimated from the charts because they are not available in table forms. In 1959 the tests were administered from November 16 to December 15.

† Interpolated medians for November, 1947 with corresponding grade equivalent of 6.6.

3) *The lack of adequate and systematic supervision.* Teachers need and should be given specific help on instructional problems which they face and on problems discovered by the principals or supervisors. Principals and supervisors must study and analyze instructional problems continuously and keep themselves up-to-date on the most effective techniques which can be used by teachers. As mentioned earlier, additional supervisors are needed who have had special preparation in second-language and other effective teaching techniques, and well-planned in-service education is needed by principals and supervisors as well as by teachers. Principals should give increasing attention to supervision of instruction, and adequate provisions should be made to enable supervisors to visit classes frequently.

4) *The lack of instructional guides.* Inadequate funds have been appropriated to provide teachers with instructional guides. Well-planned guides in the hands of teachers are essential to the development of an effective program of instruction.

5) *The cramped and crowded classrooms.* In many schools visited by the Survey Team, children were crowded into small classrooms. The noise and confusion created by overcrowding is not conducive to the improvement of instruction.

6) *Ineffective methods.* In many classrooms visited by the Survey Team, teachers were relying upon memorization with inadequate attention to comprehension and understanding. Due to a lack of practice materials to place in the hands of pupils, oral drill has had to be used far too much. As is usually the case, the overuse of oral drill results in the parrotting of answers which never has and never will contribute to meaningful learning. With the large number of poorly prepared teachers that entered teaching in the early years after the war, the use of poor methods is inevitable. The need for a vigorous program of in-service education and systematic supervision is immediately apparent.

7) *The effects of limited sessions.* The use of the double-single-session, emergency, and one-one plans in the elementary grades undoubtedly had a negative effect on achievement. There is no adequate substitute for full-day session which should be restored in all schools as soon as possible.

8) *The out-of-dateness of the 1925 edition of the Stanford tests.* Some of the items in the tests are involved, ambiguous, and verbose; the style of writing is out-moded and not to be found in the reading materials used by pupils at the present time. Test-makers today would use few if any of the items in the reading tests. The sole reason for using them in this survey was to obtain data for use in making comparisons with data presented in the Monroe survey. The serious limitation of out-of-dateness must be kept in mind. The following item is illustrative: "Although he carried stakes, measured distances, and kept his surveyor's notes with care, the beauty of the bough, not the strength of fiber of its wood; the color of the mountain, not its elevation; the evanescent spray and ever changing wonder of the torrents, not their latent horse-power, enthralled him and showed him that engineering ——— ——— the calling of his heart." Although this style of item was related to instruction provided 35 years ago, it is not related at all to instruction that is or should be provided in elementary schools today. Even well-educated adults would have difficulty with the illustrative item. The readers of this report are invited to try the item themselves. Very few will get the correct words to fill in the blanks; they are *was not.*

9) *More universal enrolment.* Many more children are enrolled today than were enrolled in 1925. It is reasonable to assume that the selective factors related to intellectual capacity are not now operating to the same extent that they were in 1925. Achievement should be expected to be lower in direct proportion to the extent that such factors are operating.

10) *The low expenditure per child.* As pointed out in the chapter on School Organization and Finance, the expenditure per child is very low. With such a low expenditure it just is not possible to obtain a high level of quality in the instructional program. Mere exhortation of teachers to do a better job must be accompanied by more adequate provision of funds so that the essential elements of a good instructional program can be provided.

11) *Needed improvements in the instructional program.* This is another factor that must be considered along with many

others. In each area of the curriculum there are certain needs for improvement that should be given thorough attention. A detailed discussion of these needs is presented *in the section that follows.* However, the point must be reiterated that all of the factors above plus others that may be identified later must be considered if maximum progress is to be made in upgrading pupil achievement.

The Instructional Program

Curriculum and instruction are considered together in this section because they are inextricably interwoven. Since improvement of the instructional program is a continuing process, special attention has been given in the survey to current needs, problems, and next steps that should be considered as improvements are made. Such needs are to be expected in any enterprise so vast and important as the system of elementary education that has been developed in the Philippines. One of the most gratifying aspects of the survey has been the eagerness and willingness of Filipino educators to identify and pinpoint specific needs for improvement. This augurs well for the future of education for it is only when school personnel themselves are alert to important needs and problems that real progress can be made. The Survey Team commends Filipino educators for their professional attitude and approach to the improvement of the community-school program.

In the sections that follow, attention is given to the following: (1) the community school, (2) the revised educational program, (3) general suggestions related to improvement of all areas of the curriculum, (4) specific suggestions related to improvement of separate areas of the curriculum.

In every instance the suggested needs for improvement have been evaluated in the light of their relationship to the purposes of education mandated in the Constitution and to those adopted by the Board of National Education. Only those suggestions that in the view of the Survey Team would contribute to fuller realization of these purposes have been included.

THE PHILIPPINE COMMUNITY SCHOOL

After the war the Philippines gained independence. People throughout the country were eager to have educational facilities restored. It was during the rebuilding of the public school system that the creativeness of Filipino educators was shown in the launching of the community-school program which has received world-wide recognition. Starting on an experimental basis in a few schools in four provinces during the school year 1947-1948,[19] the movement has spread to the entire school system and has been officially adopted by the Bureau of Public Schools and the Board of National Education as a distinct concept of contemporary Philippine education. The community school has been the subject of books and articles and of research and studies both by education students and educators. It has been the hope of educational leaders that by reorienting the program in every school to the philosophy of the community school, the instructional program would be improved and the socio-cultural improvement of the community that it serves could be greatly accelerated.

The community-school program emerged as an offshoot of the realization by Filipino educators of the inadequacy of traditional school practices to meet the demands brought about by post-war conditions and the new independent status of the country.[20] The prewar system of education was believed to be too isolated from community life and was therefore not adequate in helping to rebuild the destroyed socio-economic structure after the war. It was also believed that the educational system had not produced the desired impact upon the lives of the masses of the people who live in the rural areas. Furthermore, it was felt by leading educators that the assumption of political independence should be accompanied by a reorientation of the educational system in line with the national aspirations of the new Republic.

The community school is designed to provide education for children, out-of-school youth, and adults as well as to contribute to the improvement of the community. These objectives are being accomplished by giving greater emphasis to native culture in the educational program, by using community resources, by gearing the curriculum to the needs and problems of the community, by carrying out a program of adult and community education, and by supplying leadership and assistance to the community in organizing itself and utilizing its resources for self-improvement. The concept of this program has been summarized by Trinidad and Gaffud as follows:[21]

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[19] Vitaliano Bernardino, *The Philippine Community School* (Manila: Phoenix Press, Inc., 1958, pp. 43-51).

[20] *Ibid.*, pp. 39-43.

Summing up the concept of the Philippine Community School as interpreted by Filipino educators and Filipino publications, it is a school that integrates the education of the child with that of the adult toward home and community betterment; it is a school that utilizes the material, human, and institutional resources of the community as part of the educational facilities so as to make school learning functionally related to the realities of life; and it is a school that aims to develop children, youth, and adults to become useful members of society through continuous participation in democratic living.

The outstanding characteristics of the Philippine community school have been identified through a detailed review of studies made by Bernardino as follows:[22]

1. It is concerned with the education of every child, youth and adult, and the improvement of the community, all of which constitute one broad integrated program.
2. The aim of education is to make every child, youth and adult an efficient individual and member of a democratic community.
3. The setting of education is not only the school but the entire community.
4. The school plant and facilities are used not only for instruction of pupils and students but also for that of out-of-school youth and adults.
5. The child and adult, the school and community mutually profit from the interaction of one upon the other.

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[21] Venancio Trinidad and Miguel B. Gaffud, *The Philippine Community Schools.* Manila: Venancio Trinidad, Publisher, 1958, p. 11.

[22] Bernardino, *op. cit.*, pp. 29-30.

6. The curriculum makes maximum use of community resources, both human and material.

7. Life needs, problems, and activities serve as the most important subject matter of teaching and learning.

8. School instruction as well as community education makes optimum use of native culture, customs, traditions, mores, etc.

9. Knowledges, skills, and abilities are learned not in isolation from, but in application to, actual activities in living.

10. Democratic principles and practices prevail in the teaching-learning situation, in school administration, and in all personal and social relations.

11. Cooperative group process is the method of social planning and action in the school and in the community.

12. The community is conceived not in terms of the immediate geographical environment but as an ever-expanding cycle of human society.

13. The school serves as the catalyzer of the various governmental agencies and organizations concerned with community development and secures their cooperation and coordination.

14. Through the sponsorship and guidance of the school, the people of the community are organized for self-help.

There is ample evidence of the impact of the community-school program upon school activities and school-community relations. School activities observed by the Survey Team show that much attention has been given to the development of local cultural materials and to the use of community resources in curriculum development and classroom instruction. The close liaison between the school and the community in many places visited by the Team is shown by the large amount of material assistance given to the schools by the people of the community. This close school-community relationship also was evidenced by the fact that the Survey Team was received not only by school officials and teachers, but also by lay leaders. Members of the Team actually participated in several meetings on school and community problems held in community schools and attended by laymen, members of parent-teacher associations, and community councils.

The Philippine community-school program has attracted educators from neighboring countries in Southeast Asia who have come to make first-hand observation of the various phases of the program. The idea of using the school as an effective instrument for social change, which is the underlying philosophy of the Philippine community school, is believed to be a logical and practical approach to the problem of improving elementary education and elevating the living conditions of the masses of the people in underdeveloped areas in this part of the world.

Another major achievement of the community-school movement has been the development of lay leadership through school-community projects. Some individuals state that the emergence of the barrio council under Republic Act No. 2370 in 1959 has its roots in the training provided barrio people through community-school projects. Others have pointed out that PACD has for its background Self-Help Project No. 70 of the Bureau of Public Schools, the first official experiment in community development in the Philippines.

There is general admission that the community-school program has resulted in focusing more interest in the development of the rural communities, in providing an educational program that stresses work experiences, productivity, self-help, and practical application of knowledge, and in integrating the education of the out-of-school youth and adults into the total school program. Much concern has been expressed, however, over the current preoccupation of school leaders and teachers with community improvement. Some individuals believe that the time and energy of both children and teachers have been exploited as a result of overemphasis upon community projects. There is some fear that the teaching of children, which is the primary duty of the school, has been jeopardized by the teachers' too heavy involvement in community work. Some prominent community leaders believe that the mastery of the 3 R's by the pupils is being adversely affected by the community school program.

The top public school administrators seem fully cognizant of these problems and are giving more stress to the enrichment of the curriculum and its adaptation to the needs and problems of living as the more important means of carrying out the objectives of the community school. Steps have been taken to reduce the teachers' direct participation in non-educational activities in the community and to limit such participation to leadership and consultation. Increasingly, school personnel are cooperating as members of barrio councils and devoting less time to the direction of community projects which should be handled by PACD and other governmental and civic agencies. At the same time continuing emphasis is being given to the development of lay leadership to handle community activities. Other governmental agencies are providing needed services to improve community life.

These efforts should be continued so that the primary role of the school will not be neglected. At the same time, a close relationship to community needs, resources, and conditions should be maintained by the schools so that the instructional program will be improved in quality and community living will continue to be enriched. Specific ways in which the instructional program can be improved are given consideration in subsequent sections.

THE REVISED EDUCATIONAL PROGRAM

The revised educational program of 1957 for elementary schools as formulated by the Board of National Education represents a forward step in setting curricular policies in the Philippines.[23] The procedures that were utilized in developing the program involved advisory groups and competent technical committees. The wide participation of many individuals and groups throughout the Philippines without doubt resulted in the development of a sounder and more acceptable statement of policies than would have been achieved if only a few individuals had been involved. This approach should be used in the future as revisions are made and further improvement of the program is sought.

Objectives. A sense of unity and continuity has been given to elementary and secondary education through the following statement of fundamental objectives prepared to conform with the philosophy and mandate of the Constitution:

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[23] Department of Education. "The Revised Philippine Educational Program." Department Order No. 1, s. 1957.

I. To inculcate moral and spiritual values inspired by an abiding faith in God.
II. To develop an enlightened, patriotic, useful and upright citizenry in a democratic society.
III. To instill habits of industry and thrift, and to prepare individuals to contribute to the economic development and wise conservation of the Nation's natural resources.
IV. To maintain family solidarity, to improve community life, to perpetuate all that is desirable in our national heritage, and to serve the cause of world peace.
V. To promote the sciences, arts and letters for the enrichment of life and the recognition of the dignity of the human person.

In accord with the provisions of Section 4(c) of Republic Act No. 1124, the following specific objectives have been set for elementary education:

The elementary school should offer adequate education for our children to prepare them for democratic citizenship. It should give instruction in basic knowledge, develop basic skills and attitudes, and inculcate ideals necessary for the promotion of national solidarity, and for the development of an enlightened, patriotic, useful, and upright citizenry in a democracy. Giving emphasis to the culture, desirable traditions, and virtues of our people, it should prepare the child for effective participation in his community and for a better understanding of an expanding society.

The foregoing objectives should be utilized and analyzed more systematically in the future than has been done in the past by personnel in the General Office and in the different divisions. The contributions of different areas of the curriculum and of extraclass activities to the realization of stated objectives should be outlined specifically during the preparation of instructional guides. In this way, unity in over-all direction of the educational program can be promoted, the disparate and conflicting interests of various subject matter groups can be held to a minimum, and there will be some assurance that the fundamental objectives are being given proper attention. Evaluation of children's learning and of the adequacy of the instructional program should be carried on continuously with special reference to the objectives. Evaluative instruments should be developed in areas where needed, to enable school personnel to appraise outcomes related to the objectives. Questions and problems of teachers related to the objectives should be given attention in in-service education programs. In addition, definite steps should be taken to gather information that can be used to clarify, amplify, or extend the statement of objectives so that it will become increasingly useful in giving direction to the program. Such information also will have great value in making future revisions, which of course the Board will need to do as societal values and conditions change. The goals also should be interpreted clearly and concretely to parents in each community so that they will better understand the values of a basic education for their children.

Guiding Principles of Curriculum Development. Guiding principles have been set forth by the Board to further the realization of stated objectives.[24] The selected principles are consistent with sound theory and practice and are related to special needs and conditions existing in elementary schools in the Philippines. The following are in need of continuing study by school personnel in order that fuller implementation can be achieved:

1) Emphasis is given to "the cultivation of *unspecialized* skills and proper attitudes toward... useful and practical occupations related to the needs and resources of the locality [Italics supplied]." The pitfall of too early specialization in vocational skills and the concomitant minimizing of the basic elementary education needed by children for effective citizenship can be avoided if this principle is observed.

2) The "grouping of these subjects into larger areas" is intended to promote flexibility, individualization of instruction, and the development of relationships among subjects. Observations made by the Survey Team indicate that many teachers are not sure of ways to utilize this principle. The proper implementation of this principle calls for systematic and direct assistance to teachers as questions and problems arise. Ways of applying

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[24] *Ibid.*, pp. 2-3.

the principle also should be indicated in instructional guides as they are revised.

3) The principal is charged with the responsibility of cooperating with teachers in "preparing the detailed time allotment for each area." The principal's leadership role might well be expanded in this statement to include the making of local curricular adaptations with the advice and assistance of district and division supervisors, which is the actual practice.

4. The elimination of "the double-single-session plan" and the reduction of "maximum class size to 40" are absolutely essential if the quality of instruction is to be improved.

5) The use of "the 3-2 and 5-3 plans in the intermediate classes" should enable school personnel to improve the quality of the instructional program. However, due consideration should be given to other priorities such as making education truly compulsory as steps are taken to implement the principle. Existing disparities among schools in the implementation of these plans should be corrected as soon as possible within and among divisions. Some schools were visited which exceeded the 5-3 ratio, while others in the same division were below it.

6) The organization of "multi-grade classes" is needed in remote rural areas. A teacher's guide dealing with ways and means of handling multi-grade classes should be developed and distributed as soon as possible in order that this principle may be implemented more effectively.

7) Of special importance is the policy regarding compulsory education "between the ages of 7 and 13." School officials are directed by the Board to take steps to implement gradually the compulsory education law. Additional attendance and/or guidance workers are needed for this purpose. In addition, needed facilities, instructional resources and teachers are needed to accommodate all eligible children. As indicated in the preceding section, the recommended period of compulsory education is barely enough for a nation as advanced as the Philippines.

8) As a basic policy the Board stresses "the development of a sound, practical and continuing community-school program... for community development." The community school of the Philippines has been a major force in uplifting the welfare of people throughout the nation. As indicated earlier, it should be

given solid backing and support to the end that continuous improvement can be made. The community school stands as a monument to the creativity of Filipino educators. This creativity should continue to be applied so that the program of the community school will meet with increasing effectiveness the changing needs and conditions of a forward-looking society.

9) In the light of all of the interests, pressures, and problems, the position of the Board on the language problem appears to represent as good a compromise as could have been achieved at the time the policy was set. As experience and research evidence are gained from the operation of the present program, changes should be made which will better serve the educational needs of children, community interests and conditions, and national welfare. School personnel are generally agreed that the present program imposes undue hardship upon children in non-Tagalog speaking regions. The achievement of a full measure of basic elementary education is not possible when so much time is spent on the mastery of languages. Nor should a high level of language competences be expected as an outcome in the primary grades when so little time can be given to each of the two-non-native languages presently taught in Grades I and II in non-Tagalog areas. (For a more detailed discussion see the section on the Language Problem, pp. 93 ff.)

Time Allotments. In Table 17 are presented the minimum time allotments for different subject areas of the elementary curriculum.

TABLE 17. MINIMUM TIME ALLOTMENTS FOR THE ELEMENTARY SCHOOL CURRICULUM

Subject Area	*Number of Minutes a Day in Different Grades*		
	I and II	*III and IV*	*V and VI*
I. Social Studies	40	50	50
II. Work Education	40	60	80
III. Health and Science	40	40	50
IV. Language Arts	110	110	120
V. Arithmetic	40	40	50
VI. Arts and Physical Education	40	40	50
TOTAL	310	340	400

Teachers encounter difficulties in budgeting time for certain subjects and in developing relationships among subjects because of the grouping together of such areas as health and science, and arts and physical education. Increased assistance from supervisors and principals, and a publication which includes ways in which different schools have met difficulties of teachers in working out daily and weekly time schedules should be helpful. Specific suggestions on certain time allotment problems are presented later in the section on needed improvement in areas of the curriculum.

GENERAL SUGGESTIONS FOR IMPROVING THE INSTRUCTIONAL PROGRAM

In this section attention is given to general suggestions that cut across different areas of the instructional program. In the course of the survey, specialists in each area of the curriculum made suggestions in regard to such basic needs as in-service education, revision of courses of study, provision of instructional materials, and the like. After reviewing all of the suggestions that were made, those which had over-all application were pulled together. They are presented in this section as basic guide lines which should be given serious consideration as the total instructional program of the community school is improved.

Wide Participation In Curriculum Making. The general plan of curriculum development that has been adopted by the General Office is sound and should be fully implemented when revisions are made. Teachers, principals, and other school personnel play key roles. Under present policy, for example, courses of study are not developed by a few individuals in a central office and handed down to teachers in the field, yet guidance and direction are provided by the staff of the Bureau. This policy is sound and should be extended to include more laymen and specialists whenever appropriate. Thus scientists, social scientists, linguists, psychologists, and others should be called upon as needed to bring their expertness to bear upon specific problems that arise in connection with the processes, concepts, meanings, and generalizations that should be given emphasis in the curriculum. In addition, up-to-date ideas and new discoveries can be incorporated in the program and deadwood can be removed. Carefully selected laymen can check adaptations to local conditions, develop a better understanding of the school program, gain insight into educational problems faced by school workers, render assistance in obtaining needed resources, and give support to the efforts of educators to improve the quality of the instructional program. A continuing liaison between experts and laymen and those charged with the responsibility of curriculum improvement should be established and maintained. A high level of quality cannot be achieved unless this type of cooperative working relationship exists, nor can understanding of school problems and support for a better program be achieved. The point should be emphasized that this type of curriculum development in no way decreases the responsibility of the General Office for guiding the development of the instructional program. Rather, it imposes even greater responsibility since it calls for the identification and the utilization of resource personnel outside the General Office who are able and willing to assist in this significant aspect of the educational program.

The Substance of the Curriculum. Increased attention needs to be given to the meanings, concepts, and generalizations —the basic content and the logic and order—that are inherent in the various subjects in the curriculum. For example, the logic and order of the number system with its basic meanings and concepts should be taught clearly along with the facts and skills involved in using the arithmetical processes in solving daily problems. Instruction in science should go beyond mere description of various phenomena to a consideration of the basic principles involved in cause-effect relationships and the order that man is discovering in the world about him. Similarly, in the social studies, the basic concepts and generalizations from the social science disciplines should be organized and taught in a systematic way. In the arts, key esthetic concepts and principles should be introduced in addition to and as part of practical activities involving drawing, singing, and other experiences. The foregoing can and should be done without sacrificing the present practical emphasis and the many excellent social applications that are made to the improvement of community living, and without neglecting the development of insight into relationships among subjects when the thinking process of pupils will be improved by so doing. The subject matter background of teachers must be improved and kept up-to-date if this guide-line is to be implemented.

Fusion of Curricular Areas. The extent to which and the manner in which integration or fusion of subjects should be effected in the curriculum should be analyzed critically as curriculum changes are made. As a guiding principle, integration or fusion should be sought when by so doing the thinking processes of pupils are improved, significant relationships are established, basic principles and skills are applied, or some other definite and worth-while learning can be achieved. To be avoided are such pitfalls as confusing integrative teaching with incidental teaching, the breaking up of the developmental sequence of instruction in major areas of the curriculum, and failure to achieve the specific outcomes ordinarily expected in each area of the curriculum. Pitfalls such as those may be expected in those situations when integration or fusion is done without careful planning, when teachers are asked to use an approach that they do not understand, where instructional materials are lacking, and where supervision is inadequate. Properly utilized, the concept of integration or fusion can be of great use in improving the curriculum. But, as with so many other great educational concepts, much thought, planning, and hard work precede effective implementation.

Related to this problem is the need to highlight *appropriate* relationships among areas of the curriculum in courses of study and units of work, and in the daily instructional program. After years of experience it has been found that (a) there are certain interrelationships among social studies, science, art, health, and other subjects that can be emphasized in comprehensive social studies units, (b) there are certain learnings in health and science that can be emphasized in science units and vice versa, and (c) there are certain learnings in each subject that should be given attention in separate units. For example, as The Home and Community is studied it is possible to include appropriate aspects of health, science, art and so on to give children a complete view of the immediate environment. On the other hand such units as The Sun and Planets, Electricity and Magnetism, or Prevention and Control of Disease might well be developed as separate units; appropriate applications to home and community living would of course be made. As a guiding principle, each unit should be analyzed to determine what content from different areas is needed to develop basic understandings, and whether or not the content should be fused or given separate emphasis. The goal should be to improve children's learning, not to "integrate for the sake of integration," or to "separate for the sake of separation." As a second guiding principle, each subject should be analyzed carefully to make sure that a sound gradation of learning has been planned and that important elements have been included either in comprehensive units or in separate units. Implementation of this principle calls for a high level of competence and cannot be left to the busy teacher who has a host of other things to do. General Office personnel with the assistance of field personnel should take major responsibility for this task.

Planning Before Introduction of New Ideas. This leads into a somewhat more basic suggestion, namely, the need to study new concepts, instructional resources, and proposals thoroughly and to make careful plans for their use before introducing them into the instructional program. For example, it has been reported to the Survey Team that in some instances new techniques and approaches to teaching, audio-visual devices, and equipment obtained through reparations or through cooperative projects have been introduced without careful study and planning. Where this occurs the equipment is either not used or is used incorrectly; or in the case of new techniques and concepts, they are used in a superficial manner and little or no contribution is made to the improvement of the program. The commendable eagerness of school workers to incorporate new concepts, techniques, and resources in the curriculum must always be tempered with an understanding of their function, strengths, and limitations. This must be followed by thorough planning for their use in accord with sound principles of instruction. Thus it is possible to obtain maximum returns from the introduction of new methods and materials.

Needs for Instructional Materials. A good educational program can be developed only if an adequate supply of instructional resources is made available. There appears to be unanimity among Filipino educators that the greatest need is *more textbooks.* At the present time the ratio of textbooks to pupils is around one to four, and many textbooks are obsolete. This need will be met in part by the NEC-ICA Textbook Production Project which, if implemented, will make available about 20 million textbooks for use in elementary and secondary classes. Books for Grades I and II for use in reading and arithmetic will be printed in eleven of the major native languages. Books for use in Grades III and above for use in reading, arithmetic, language, social studies, science and health, and music will be in English. Although the textbook project will be of great assistance in improving the instructional program, it should not be assumed that all existing needs will be met. Audio-visual materials, library books, and special supplies and equipment are needed for the different areas of the curriculum. The work of the materials production centers in normal schools should be guided to make contribution to needs throughout the Philippines. Community resources should be used to a maximum. A study of possible uses of educational TV in the greater Manila area should be made soon. Through careful planning and direction by the General Office a large quantity of audio-visual and other materials can be produced at minimum cost, and teachers can be encouraged to produce others.

Need for a Long-Range Plan. A long-range plan should be developed for in-service education activities and curriculum development, with detailed attention to the coordination of services at the national and provincial levels. Wherever feasible, curriculum development should be tied in with in-service education activities. Attention should be given to the subject-matter backgrounds of teachers in social studies, science, and other subjects, and to effective methods of instruction so that neither will be neglected. Promotional and other activities conducted by supervisors from the division office and personnel from the General Office and normal schools should be coordinated so that maximum benefits will be obtained by teachers. Division office personnel, district supervisors, principals, and teachers should play a key role. A fusion or a more functional coordination of the Curriculum Division and the Instruction Division of the General Office should make possible many improvements in this regard. Improvement of the total school program should be further emphasized in the in-service education program along the lines indicated in a recently prepared bulletin.[25] The plan for the curriculum development should include a systematic schedule for revising several out-dated courses of study currently being used in the schools. Immediate steps should be taken to complete needed revisions so that (a) the revised educational program can be implemented, (b) textbooks to be made available through the NEC-ICA project will be used with maximum effectiveness by teachers, and (c) the quality of the instructional program will be improved. With the large number of personnel in the Curriculum Division and the Instruction Division of the General Office (a total of around 100 professional workers), there should be ample leadership available to direct the program provided sound long-range plans are made and a definite schedule is set.

In order to develop a sound long-range plan, immediate consideration should be given to the formation of a planning committee which cuts across divisions and sections of the General Office and includes members from the field. Attention should be given to ways in which the materials production centers and the pilot schools can make an integral part of the plan so that they will not operate as separate entities apart from the on-going program of instructional improvement. The selection and revision of textbooks, the procurement of other instructional resources, and the development and revision of guides for teachers should be made a part of the long-range plan. Special programs for exceptional children, U.N. human relations projects, development of home industries, guidance services, research and evaluation activities, the role of personnel in the normal schools, and the like should be given due consideration in the light of over-all needs and plans. Ways and means of utilizing professional meetings and conventions of different school personnel to a fuller extent also should be considered. With the assistance of a planning committee, better coordination of services and maximum returns for the expenditure of time and funds should be obtained.

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[25] Francis H. Vittetow, *An In-Service Education Approach to School Improvement* (Manila: International Cooperation Administration, February, 1960).

Evaluation. Evaluation is a basic part of the educational program and should be planned and carried out as an integral part of instruction. Two major aspects of evaluation are in need of attention. First, evaluation of the program of instruction in each area of the curriculum should be undertaken through the use of evaluation criteria that are now available.[26] These criteria have been developed by committees under the direction of the Bureau of Public Schools and have been used in some divisions. Each division should set up a systematic procedure so that teachers, principals, and supervisors will use the criteria in different schools and will suggest ways for improving the statement of criteria. Self-evaluation by the local school staff should play a large role in the evaluative process. As needs for improvement are identified, plans should be made to meet them through supervision, in-service education, and curriculum improvement. In Appendix B are shown the ratings given on selected criteria used in this survey.

A second aspect of evaluation needing attention is that dealing with the development of tests, checklists, rating devices, and other instruments to appraise children's learning. As instruments are developed they should be shared throughout a given division and among divisions. As they are revised and refined it should be possible to select outstanding ones for distribution throughout the nation. In this way a good supply of instruments could be developed for use in evaluating definite and specific outcomes of the instructional program. Concrete examples of charts, checklists, tests and other instruments always should be included in courses of study and in units of work. Teachers are in great need of this type of assistance. Information achieved from the use of carefully developed instruments would be of great value in revising the program, interpreting it, and planning for the in-service education of teachers.

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[26] General Office, *Evaluative Criteria for Rating the Elementary School* (Manila: Bureau of Public Schools, 1959).

Need also exists for the development of new tests and the revision of old tests used by the Research and Evaluation Division of the General Office. Many of the tests currently being used are slight modifications of prewar forms. The program of development and revision should be tied in with the over-all plan of curriculum development so that all instruments will be tied in closely with actual practice in the field.

Need for Basic Child Development Data. The need for basic information on how children grow, develop, and learn in the Philippines has been recognized for some time. Child-study centers have been established at the normal schools, and Fullbright scholars, specialists involved in cooperative projects, and Filipino educators are at work, or have worked, on certain phases of this basic problem. The value of such information in developing and improving the instructional program, guidance services, and evaluation is unquestionable.

Every possible effort should be made to accelerate research activity in this area. Cooperative projects involving individuals from other countries, graduate research in colleges and universities, establishmènt of research centers in certain institutions of higher learning, and research conducted in schools should be encouraged. Publication and dissemination of findings should be expedited and made available to school personnel in a form that is usable. The General Office should provide as much leadership as possible, but it should be recognized that such leadership alone will not do the job. Many Filipino scholars in higher institutions must dedicate themselves to research in this area if real progress is to be made. It should also be recognized that research activity is so much a part of the scholar's own interest and motivation that all of it cannot be wrapped up in neat projects. Nevertheless, a comprehensive project planned to continue over a long period of time should do much to stimulate interest and to set directions and needs that would involve a large number of individuals. In addition, ample recognition must be given to Filipino scholars who devote their time and energy to this basic area of research. For it will be only through a continuing program of research by Filipinos themselves over a long period of time that this need will be met adequately.

NEEDED IMPROVEMENTS IN AREAS OF THE CURRICULUM

Summarized below are selected suggestions of General Office personnel, superintendents, supervisors, principals, and teachers regarding specific improvements that should be made in different areas of the curriculum. A critical review was first made of all suggestions received from school personnel to identify those that were consistent with basic objectives and sound principles of curriculum development. The suggestions selected by this procedure were submitted for review to Filipino educators. Finally, the Survey Team and their counterparts reviewed the reactions of these experts in the light of observations that had been made in elementary schools throughout the country. Included in the section which follows are those needs for improvement that appear to be most significant at the present time. Admittedly, many other suggestions could have been included, but the purpose here has been to identify those on which there is general agreement and which have pertinence in different regions of the country. Many other needs exist and it is recognized that Filipino educators will continue to identify them and to meet them as steps are taken to effect continuous improvement of different areas of the curriculum. The statement that follows may well be used as a starting point since it does represent a composite view of a large number of Filipino educators.

Social Studies. Included in the social studies are "character education, geography, history, civics, community problems, good manners and right conduct, and Filipino family customs and traditions."[27] Character education was made a separate subject in 1958, but obviously much instruction in the social studies deals with the development of character. The program is designed to orient the learner to an ever-expanding environment beginning with the home, the school, the community, and the nation in the primary grades. In Grade V the regions of the Philippines are taught systematically and brief units are presented on neighboring countries to the south and north, and on distant Asia and Africa. In Grade VI, a study is made of selected countries in other parts of the world, and major emphasis is placed upon civics with attention to good citizenship, duties and responsibilities, the Constitution, the structure of government, conservation of resources, and related topics. Throughout the program Filipino customs, history, and geography are stressed, and detailed attention is given to the heroes who helped build the Philippines into the great nation that it is today. The strongest aspects of the program appear to be those related to home and community living, great men and events in Philippine history, history and geography of the Philippines, and civics. The weakest aspects of the program appear to be those related to the study of other countries.

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[27] Department of Education, *op. cit.*, Appendix A, p. 1.

Specific needs for improvement are as follows:

1) Clarification of the place of community problems and children's social problems in the program so that they will not be substituted for the teaching of basic social studies units which include history, geography, and civics.

2) Systematic planning to assure thorough and meaningful teaching of basic content from the social science disciplines, fundamental skills, and attitudes and ideals that have been selected for inclusion in the social studies. Steps should be taken to upgrade teachers' backgrounds in geography, history, and other social sciences.

3) Utilization of techniques to develop critical thinking and problem solving in the solution of social problems. Attention should be given to the development of the ability to think and feel in terms of social relations and in terms of the relation of man to his environment.

4) Planning for group work in which definite goals and individual responsibilities are set, responsibility and cooperation are developed, key ideas are critically evaluated and organized, and conclusions are based on evidence. To be avoided are irrelevant activities, monopoly of discussion by a few, poor

organization of ideas, and mere parroting of memorized material.

5) Continuation of the practice of preparing units of study in social studies workshops. Units thus developed should be analyzed critically by a group under the direction of the General Office. The best units should be revised and edited, and distributed throughout all divisions. In this way a good stock of units could be made available to teachers in all grades.

6) Development of enlightened nationalism in a perspective that is broadly conceived in terms of the relationships between the Philippines and other countries. As one Filipino educator put it, "Sane nationalism without incompatibility to sound internationalism."

Character Education. In order to implement the Constitutional mandate regarding the development of moral character in the youth of the country, character education was established as a separate subject in the curriculum in 1958. The separate period is a part of the opening exercises held in each classroom at the beginning of the school day. Poems, stories, plays, essays, and other forms of literature which contain material related to character development, good manners, and right conduct are utilized in the instructional program. Considerable attention also is given to the traits of character of Filipino heroes. Division workshops have been held for the purpose of preparing teaching materials and guides. The master set of objectives issued by the Department of Education includes the Quezon Code of Ethics and a detailed listing of specific traits to be stressed with specific indications of the grade in which they should be first developed.[28] The list is suggestive of many practical ways in which character education, good manners, and correct conduct can be made a part of the daily living of boys and girls. A solid foundation for a good program of character education has been established.

Below are specific suggestions for the improvement of character education:

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[28] Department of Education, "Objectives of the Course of Study in Character Education and Good Manners and Right Conduct." Department Memorandum No. 16, s. 1958.

1) Preparation of a guide which contains suggestions on ways in which character development can be made a part of other subjects and school activities, thus enriching what is taught in the separate period.

2) Emphasis upon the carry-through of ideals and good manners into daily living at home and in the school and community with planned follow-up activities carried on by school personnel.

3) Attention to the *how* and *why* of conduct as well as to the *what* so that pupils will have a basis for understanding behavior that will enable them to cope more effectively with new situations. Good conduct has a rational basis as well as a habit basis.

4) Utilization of examples of good conduct and manners and outstanding traits of character as found in the daily lives of children and adults in the local community.

5) Enlistment of the cooperation of parents, politicians, governmental officials, and other laymen in conducting themselves in a manner that exemplifies the qualities emphasized in the program of character education. As one individual put it: "Can they too live by the Quezon Code of Ethics?" School personnel report that the contradiction between what is seen outside the school and what children are taught poses a real problem.

6) Creation and distribution of original plays, essays, reading materials, and other resources related to Filipino manners, customs, and traits of character most significant at the present time.

7) Attention to character development through guidance, athletics, scouting, club work, and other extra-class activities.

8) Reexamination and evaluation of the separate period for character education to determine if the desired outcomes are being achieved and whether or not a separate period should be retained.

The Language Arts. Included in this area of instruction are "language, spelling, reading, phonics, and writing skills in the native languages, Filipino language, and English."[29] *Listening* should be added to this area because of the many skills involved in effective listening and its importance in daily living. More than one-third of the school day (110 minutes) is allotted to this area in the primary grades, and slightly under one-third (120 minutes) in the intermediate grades. In Grades I and II the predominating native language is used as the medium of instruction, and English and Pilipino are taught as separate subjects in non-Tagalog speaking regions. English is used as the medium of instruction beginning in Grade III and Pilipino is continued as a separate subject. Children in Tagalog-speaking regions have a great advantage, relatively speaking, in that they are confronted with the problem of mastering only one new language in Grades I and II. The most serious problems arise in the case of those children who speak one of the minor native languages and thus encounter three new ones in Grades I and II. An expanded program of research on the language problem is needed to solve many problems in this area of instruction. In the meantime, there are certain steps that should be taken to improve instruction in the native language, Pilipino, and English.

Native Language. A major difficulty faced by school personnel in all divisions has been the preparation of materials of instruction.

Specific needs for improvement have been identified as follows:

1) Provision of an adequate supply of reading readiness materials, beginning reading booklets, and textbooks in the native language.

2) Development of a systematic plan for sharing samples of the best of locally developed instructional materials with schools throughout a given language region. There appears to be considerable duplication of effort in preparing materials of instruction.

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[29] Department of Education, *The Revised Philippine Educational Program,* Appendix A, p. 2.

3) Assistance to teachers on methods of teaching literacy in the native language with specific help on the teaching of reading, listening, writing, spelling, and creative expression.

4) Preparation of a teacher's guide which contains suggestions for use in classes or schools in which several native languages are used by pupils.

5) Provision of leadership in the General Office for the direction of studies of ways to improve teaching in the native language.

6) Attention to ways and means of helping pupils who speak one of the minor native languages for which no instructional materials have been produced.

Pilipino. In all divisions visited by the Survey Team sincere attempts were being made to develop an effective program of instruction in Pilipino. A supervisor of Pilipino has been employed in 51 divisions. It appears that as much, if not more, assistance has been given to teachers in this area of instruction as in any of the others.

Specific needs for improvement are as follows:

1) Provision of a more adequate supply of current materials, reading readiness materials, and textbooks in Pilipino.

2) Utilization of appropriate second-language teaching techniques and the development of teaching guides based upon principles of second-language teaching for use in non-Tagalog regions.

3) Adaptation of instruction to regional language differences based on studies of similarities and differences between Pilipino and the major native languages.

4) Improvement of teachers' background in Pilipino and in second-language teaching techniques.

5) Further utilization of qualified teachers in a departmentalized teaching plan in the primary and intermediate grades.

6) Diagnosis and remediation of local errors which differ from region to region.

7) Extension of educational radio programs in Pilipino so that children in all grades in schools throughout the country can be served.

8) Publication and distribution of materials in Pilipino pertaining to the cultural heritage of the nation.

9) Utilization of analytic-synthetic methods in order to eliminate syllable-by-syllable reading and the parrot-like repetition of other methods.

10) Further utilization of Pilipino in appropriate school and community activities.

English. A common complaint among educators in the Philippines is that instruction in English has deteriorated. The causes of the deterioration have not been fully analyzed,[30] but many believe that the deterioration can be checked by taking vigorous steps to improve the instructional program. As shown in the preceding section on pupil achievement sixth graders in 1959 were from one to two years below sixth graders in 1925. Among the suggestions made toward such improvement are the following:

1) Stimulation of increased interest in the teaching of English and in the importance of English to the welfare of the Philippines.

2) Provision of an increased time allotment in Grades I and II, with not less than 40 minutes in Grade I and 50 minutes in Grade II, so that children will be better prepared to make the transition to English as the medium of instruction in Grade III. Time adjustments can be made within the language arts blocks.

3) Replacement of the many out-dated textbooks in English with up-to-date ones.

4) Encouragement of the use of English outside the classroom in appropriate situations so that it will become a more natural medium of communication for use by children.

5) Development of more English demonstration centers and other in-service education activities in each division in order to improve the competence of teachers in using second-language teaching techniques.

6) Utilization of well-qualified teachers of demonstrated competence in a departmentalized plan in Grades I through VI.

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[30] See the later section on *The Language Problem* for a discussion of observations made by the Survey Team.

7) Assistance to teachers on techniques for analyzing and remedying local errors and difficulties in speaking, writing, reading, listening, and spelling. An up-to-date study of typical errors is needed.

8) Extension of educational radio programs and improvement of teachers' speaking ability so that children in more schools can hear an excellent model of English. Transistor radios are preferable to the heavy radios due to ease of battery replacement and portability from room to room.

9) Provision of a more adequate number of library books and improvement of the utilization of those that are available.

10) Improvement of the supply of reading materials on the division level through rotation of books among schools in cities, circulation of books among barrio schools, and compilation of clippings from newspapers and magazines.

Arithmetic. Fewer problems and difficulties were reported in connection with the teaching of arithmetic than for any other subject in the curriculum. Whether this is due to a general belief that fewer needs for improvement exist, or to other reasons, cannot be inferred from available information. Observations carried out in the classroom indicated that most teachers were doing a good job in developing fundamental skills and processes. However, as shown in the preceding section, the achievement of pupils in 1959 was over one year below that of pupils in 1925 and 1947. The weakest aspects of instruction in arithmetic appeared to be those related to the development of (a) an understanding of the basic concepts and meanings of the number system, and (b) problem-solving ability. Little attention has been given to the development of mathematical concepts in available courses of study. Increased attention has been given to concepts in the courses of study for Grades I and II which are now ready for publication.

The major needs for improvement are as follows:

1) Utilization of inventory and diagnostic tests at the beginning of the year to improve planning.

2) Improvement of teachers' background regarding basic concepts and meanings in the number system and the related techniques of instruction for teaching them to children.

3) Greater emphasis upon the functional use of concepts and fundamental skills in solving arithmetical problems. The textbooks for intermediate grades contain good material for this purpose.

4) Assistance to teachers in striking a balance between the mathematical aspect and the social aspect of arithmetic.

5) Improvement of workbooks, materials for remediation of specific difficulties, and the supply of concrete objects and manipulative devices needed to build number concepts.

Health and Science. The subjects included in this area are "personal hygiene, community health, elementary science, safety education, etc."[31] Since the advent of the community school great emphasis has been given to health and sanitation including such aspects as waste disposal, safe drinking water, nutrition, cleanliness, control of insects, and prevention and treatment of disease. Science was made a part of the curriculum in all grades in the revised educational program of 1957. Two major problems have been (a) the development of adequate backgrounds of understanding so that teachers can handle the instructional program, and (b) the provision of an adequate supply of teacher's guides, instructional materials, and equipment.

Many Filipino educators have raised questions about the feasibility of grouping health and science together. It is suggested that a critical reexamination be made of the present program to determine whether or not better results can be obtained by a separation of the two subjects or a regrouping with other subjects.

Health. A complete program of health education includes health instruction, health services, and a safe healthful school environment. Cooperation among the home, school, and community is essential and the efforts of different agencies that render health services should be coordinated. In order to achieve expected outcomes attention should be given to the following needs for improvement:

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[31] Department of Education, *op. cit.*, p. 1.

1) Distribution as soon as possible of the proposed or newly revised instructional guides for teachers.

2) Further development of a complete program of instruction with attention to cleanliness, posture, nutrition, dental care, safety, first aid, exercise, rest and sleep, structure and function of the human organism, prevention and control of disease, school and community health, and emotional and social health.

3) An all-out effort at the local and national levels to provide more healthful school buildings and grounds with specific attention to sanitary toilets, and to the elimination of dirt floors, leaking roofs, poorly ventilated and lighted rooms, and drainage problems.

4) Provision for more adequate medical and dental service through nationalization of the service.

5) Provision of more books, charts, and other instructional resources geared to health conditions and needs in the Philippines.

6) Provision of a teacher-nurse in each municipality.

7) More effective coordination of the work of all personnel involved in the promotion of the health of school children.

8) Utilization of the results of systematic health appraisal of children to improve the health program.

Science. Great interest and progress are in evidence in the development of this area of the curriculum in certain divisions and cities. An excellent teacher's guide has been published for use in Grades I and II by the Bureau of Public Schools, but because of a lack of funds not enough copies were printed to allow distribution to all elementary schools. Existing plans to publish guides for other grades should be expedited. Guides for Grades III through VI have already been published by some divisions and cities and they may be utilized as source materials in preparing national guides. Several schools have developed science museums, and science corners and exhibits are to be found in many classrooms. Well-prepared units of study have been developed in science workshops and are being used in many divisions.

Existing programs can be strengthened and improved as attention is given to the following needs:

1) Increased assistance to teachers in order to strengthen subject-matter backgrounds in science, indicate sources of materials and ways to make equipment, and demonstrate sound instructional procedures.

2) Systematic attention to all of the basic areas of science outlined in the course of study, thus preventing the neglect of units drawn from the physical sciences which is evident in some programs.

3) Utilization of equipment and materials in school museums to a greater degree in the instructional program, with less emphasis upon the museum as a mere showpiece to be viewed by pupils but not to be used by them.

4) Establishment of resource materials centers containing essential science equipment related to major units of work which can be circulated among barrio schools that have little or no equipment.

5) Utilization of experts from agriculture, engineering, and other applied sciences as well as those from basic sciences as resource persons in in-service education programs and in the instructional program.

6) Increased attention to conservation of natural resources in cooperation with other agencies with special emphasis upon forest preservation, wildlife protection, re-stocking of lakes and streams with fish, and prevention of water pollution.

7) More attention to the eradication of superstitions, erroneous ideas, and harmful beliefs through practical application of scientific methods.

Work Education. This area of the curriculum includes "those phases of work in agriculture, homemaking and family living, industrial arts and retail trade and other activities designed to develop knowledge, attitudes, proper work habits and skills, and wise utilization of resources."[32] The present emphasis in most elementary schools, as observed by the members of the Survey Team, is on the use of local materials in the fabrication of simple handicraft articles, landscaping or the improvement and maintenance of the schoolyard, and basic gardening and homemaking activities. Very little attention is given to beginning experiences and activities in "retail trade."

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[32] *Loc. cit.*

The Board of National Education has adopted the following policy:[33] "The curriculum of elementary education shall aim to emphasize greater opportunities for the cultivation of unspecialized skills and of proper attitudes toward work through the training of children of suitable age in practical and useful occupations related to the needs and resources of the locality." Individuals in the General Office interpret "the cultivation of unspecialized skills" as the acquisition and development by the individual child of general or fundamental skills through work experience and activities with tools, materials and processes which are related to the economy of his home and community environment. As the child advances from grade to grade in the elementary school, he should acquire (a) an understanding of the changes made in materials — from the raw to the finished products — to meet the needs of the home and community, and (b) skill in the use of tools and processes to effect these changes. Major outcomes should be the development of an appreciation and understanding of home and economic conditions, pride in work well done, good work habits, and positive attitudes.

The foregoing outcomes cannot be achieved unless certain minimum requirements are met. First, the competence of many teachers of agriculture and shop must be upgraded; very few have had special work in both subjects. Second, class size must be reduced so that teachers can give proper attention to individual and small group activities. Third, minimum housing facilities and equipment must be provided.

Other needs for improvement are as follows:

1) Clarification of specific goals of work education and the nature of the program in the elementary school with adequate differentiation and articulation among the programs in elementary, general secondary, and vocational schools.

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[33] *Ibid.*, Article II, Section 2, p. 2.

2) Revision of courses of study along the lines of those developed for agriculture and industrial arts in summer workshops at the Iloilo School of Arts and Trades, and the one on homemaking developed in a recent workshop at the Pangasinan Normal School.

3) Greater utilization of home projects and development of home industries with adjustment of teaching loads so that appropriate supervision and follow-up activities can be carried out by teachers.

4) Development of retail trade projects and inter-school marketing cooperatives.

5) Utilization of individuals from agricultural, fishery, arts and trades, and normal schools as resource persons in the improvement of the instructional program and the in-service education program.

6) Greater utilization of the laboratory concept and methods of instruction with emphasis upon pre-planning of projects, demonstration of basic skills and processes, self-activity and self-evaluation, creativity in design, techniques of good management, and wise use of resources.

7) Development of an understanding of the great agricultural resources of the Philippines and how they can be developed and conserved to enrich the lives of people today and in the future.

Arts and Physical Education. Included in this area are such subjects as "music, drawing, painting, modeling, physical education, clubwork, hobbies, etc."[34] Forty minutes are allotted to these subjects in Grades I through IV and 50 minutes allotted in Grades V and VI. Because of this time limitation it is not possible for teachers to give much time to any one of the subjects as the weekly program is developed. In most situations observed by the Survey Team more time was being given to physical education than to art and music. Several individuals have suggested that a more adequate program could be developed if some time were taken from work education and added to the time set aside for arts and physical education. Another problem exists among teachers, principals, and supervisors in regard to ways in which to organize the daily and weekly schedule when such diverse subjects are blocked together as one area of instruction. A re-examination and evaluation of the subjects grouped together in this area should be started immediately so that necessary data will be available to make appropriate revisions in the future. There appears to be a strong opinion among a number of Filipino educators that a separation of arts and physical education should be made. The Survey Team concurs in this point of view.

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[34] *Ibid.*, Appendix A, p. 2.

Physical Education. The physical education program is better developed than other subjects in this area. One of the reasons for this is that more administrative and lay support is given to physical education than is given to art and music. A second reason is that more facilities and equipment are provided. A third reason is that more interest has been developed as a result of athletic meets.

The following needs for improvement exist and should be given attention as steps are taken to improve the program:.

1) More attention to wholesome attitudes and behavior that should be achieved through physical education activities.

2) Increased utilization of demonstrations, student leaders, techniques of individualization, long-term planning, seasonal activities, grouping of children in terms of ability, self-evaluation by pupils, and records of each child's physical development.

3) Provision of a complete and well-rounded program of physical education including games, stunts, self-testing activities, rhythmic activities, basic motor skills, individual and dual activities on apparatus.

4) De-emphasis upon inter-school competition and athletic meets and more emphasis upon basic outcomes of physical education and activities which can be carried over to out-of-school situations and used in leisure time. A re-examination of the role of elementary-school children in athletic meets is needed.

5) Elimination of the practice of substituting children's work in improving the school grounds for physical education activities.

6) Development and distribution of plans for making apparatus and equipment which conform to minimum standards and requirements.

7) Selection and further adaptation of physical activities in accord with the abilities, characteristics, and needs of pupils in different age groups.

8) Greater emphasis upon the relationship between physical education and healthful living.

9) Extension of motor-ability and posture testing and the development of norms for Filipino children so that basic data will be available to plan activities more effectively.

10) Attention to long-range planning of community recreation programs, especially in rural areas.

Music. Major attention is given to rote singing in the music program; little attention is given to other aspects of a complete program of music education in many schools visited. There are exceptions in a few schools where rhythm bands and other activities have been developed under the leadership of teachers or supervisors who have special qualifications in the area of music, and where funds have been provided for essential equipment and instructional materials. The present emphasis upon Filipino folk music is to be commended and the progress that has been made in this regard in certain divisions should be shared with other divisions.

A major need in this area is the provision of more supervisory service and administrative support. The outstanding programs that have been developed in certain schools are illustrative of what can be done if adequate supervision is provided and administrative support is given. Where it is not possible to provide for a special supervisor of music, steps should be taken to (a) employ a general supervisor who has special competence in music education, and (b) to draw upon the services of teachers who have special competence. In many schools it should be possible to use outstanding teachers of music as special teachers in a departmentalized program, and to use them as resource persons in the program of in-service education.

Other needs for improvement that should be considered are as follows:

1) Provision of a complete program of music education including creative activities, listening experiences, instrumental activities, rhythmic activities, singing, knowledge of basic concepts and structure of music, and a study of the contributions of great musicians who have helped to make music an international medium of communication.

2) Provision of specific assistance to teachers in improving pupils' grasp of the structure of music, developing the ability of talented children, and evaluating the growth of tastes and competence.

3) Consultation of school personnel with special competence in music education in regard to the purchase of supplies and equipment.

4) Utilization of a portion of available funds for music equipment as is done for athletic equipment.

5) Attention to the appreciational aspects of musical development as well as to the performing aspects.

6) Compilation and distribution of Filipino folk songs.

7) Organization of rhythms, toy orchestras, glee clubs, and other musical groups.

Art. Art is a relatively neglected area of the curriculum. Little or no provision is made in many divisions for supplies and materials of instruction, supervision of teachers, instructional guides, and in-service education activities. The creative potentialities that exist within Filipino boys and girls are not being stimulated and given constructive release except in a few isolated instances. The typical practice is to provide children an opportunity to draw a picture, yet even this is greatly limited because of a lack of paper and crayons. In only a few schools are children given opportunities to utilize a variety of media in art activities and to come in contact with the creative work of others. The one bright spot is the use of local materials which has been stimulated by the community-school movement. As in the music program, good instruction in art is found only where qualified supervisors and teachers have exerted great effort to develop an effective program.

The following needs should be given attention:

1) Provision of adequate supervision through the appointment of special supervisors, or general supervisors who have special competence in art education.

2) Utilization of qualified teachers to teach art in a departmentalized program, and as resource persons in in-service education activities.

3) Assistance to teachers in obtaining local materials, inexpensive materials, and other resources that can be used in art activities.

4) Provision of a variety of experiences including the use of varied media, teacher-guided activities, self-directed activities, principles of design, color relationships, drawing, painting, crafts, manual activities, modeling, flower arrangement, home projects, school and community projects, seasonal activities, contacts with the art of others, and art in daily living.

5) Provision of collections of art objects of various types that can be circulated among schools in a given division to stimulate the development of appreciation of the work of others.

6) Utilization of literature, music, other subjects, current events, life situations in the immediate environment, and great events in Filipino history to stimulate the creativity of pupils.

7) Utilization of artists and craftsmen from the community as resource persons to provide instruction on specific skills and processes.

8) Emphasis upon self-evaluation by pupils of their growth in personal tastes, in appreciation of art in the life of mankind, and in their ability to utilize various media to express thoughts and feelings creatively.

SUMMARY AND RECOMMENDATIONS

The educational program of the community school is an improvement in certain respects over the programs offered in schools of preceding periods in the Philippines. Special emphasis has been given to the functional application of skills and knowledge to the solution of immediate problems as they exist in homes and communities throughout the nation. This emphasis has done much to enhance the social significance of basic learnings in the daily lives of children and adults and to give them a practical application that should not be overlooked as curriculum improvements continue to be made. Of great importance has been the contribution of the curriculum to the improvement of living conditions throughout the Philippines, a fact that should guide those who are charged with responsibility for curriculum development.

In order to strengthen the instructional program of the community school, general guide lines have been suggested and specific needs for improvement of each area of the curriculum have been identified. The many contacts that the Survey Team has had with Filipino educators indicate that they are eager to move ahead and improve the program. It is hoped that the bringing together of a concise statement of major needs in this report will be useful in indicating next steps and in setting directions for the improvement of the community school. For, as is true of all social institutions, the quality of the program of educational institutions is directly proportional to the extent needed improvements are recognized and made.

It is recommended:

That the community-school program be fully implemented and further strengthened as follows:

1) Continuation of the emphasis upon close school-community relations, the school as the center of educational and community activities, and utilization of community resources.

2) Coordination of the activities of the school and those of other agencies that serve the community so that the school can give primary attention to educational activities.

3) Emphasis upon the role of school personnel as advisors and leaders with less time devoted to actual direction of community projects.

That a long-range plan of curriculum development and in-service education be developed by a planning committee which cuts across divisions in the General Office and includes representatives from the field.

That the suggestions and needs for improvement identified in this survey be used as a starting point, and that continuing study be made in order to keep the long-range program geared to needs in the field.

That steps be taken to unify further the instructional and curriculum services of the General Office so that maximum coordination can be achieved in curriculum development and in-service education activities.

That pilot demonstration elementary schools, materials production centers, and other special projects be made an integral part of the long-range plan of curriculum development and in-service education.

That adequate funds be made available for the publication and distribution of courses of study, teachers' guides, and other materials so that each school employee can do his job effectively.

That appropriations for textbooks be increased so that each child in the elementary school will be provided with essential textbooks and rental fees can be eliminated in the intermediate grades.

That the NEC-ICA Textbook Printing Project be implemented as rapidly as possible.

That strenuous efforts be made by the Bureau of Public Schools to revise and replace the several out-of-date textbooks currently being used.

That local school personnel enlist increased support from every possible source in order to obtain additional instructional materials.

That the production and procurement of additional instructional materials be related to the long-range program of curriculum development and in-service education.

That additional materials production workshops be conducted in school divisions to assist teachers in the preparation of appropriate audio-visual and supplementary materials.

That the cooperation of agricultural, trade, fishery, and normal schools be obtained in the preparation and procurement of equipment and teaching materials.

That the Bureau of Public Schools serve as a clearing house for a more systematic sharing and distribution of instructional materials produced in school divisions.

That a limited departmentalized plan be considered for use in English and Pilipino in the primary as well as intermediate grades in order to provide the best possible model for children and thus improve language instruction.

That the maximum enrollment of any class in the elementary school be limited to 40 pupils.

That all classes on emergency and other shortened plans be restored to full-day sessions.

Guidance Services

Guidance was introduced in some schools in the Philippines after the Monroe Survey in 1925.[35] At this time emphasis was given to vocational guidance in line with the following recommendation:[36]

One of the most important problems for the economic and social well-being of a country is to secure for every kind of work the number of well-adapted and well-trained workers required to do it, and to secure for every worker the kind of work for which he is best adapted and for which he should be properly trained. This means that, from the fourth grade upward, vocational guidance should have a prominent place in the schools.

Immediately after the war vocational guidance was reemphasized, particularly in the high schools. Little was done about guidance in the elementary schools until 1951. At this time the General Office issued Bulletin No. 17, s. 1951, "Pupil Guidance in the Elementary School." In this bulletin it was suggested that a principal or teacher from each supervising district enroll in summer vacation courses in order to prepare for counseling and other guidance activities. In 1953, Madali and Cortes published their volume on *Guidance in the Elementary School,* which set forth basic principles and techniques and delineated the roles of school personnel in providing guidance services.[37] In 1957, the General Office issued the *Guidance Handbook for the Philippine Public Schools,* which included specific principles and procedures for carrying out various guidance activities.

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[35] Efipanio Madali and Jose T. Cortes, *Guidance in the Elementary School* (Manila: R. P. Garcia Press, 1953, p. 12).

[36] Monroe *et al., op. cit.,* pp. 296-97.

PRESENT STATUS OF GUIDANCE

During the past few years the guidance movement has gained momentum in the elementary schools. In several elementary schools, members of the Survey Team noted charts which indicated the organizational plan for guidance, folders containing data on children, cumulative records, and other evidence of guidance activities. Interest in guidance is high and many teachers and principals appear to be eager to develop a program that will include those guidance services most appropriate to the needs of elementary school children.

In order to analyze the scope, current problems, and needs of selected aspects of the guidance program in the elementary school, use has been made of data recently collected by the Research and Evaluation Division in the General Office. Basic information on guidance services was available on 444 elementary schools in 36 school divisions that replied to the Bureau questionnaire on guidance. Of the 444 schools, 177 were barrio schools, 194 were central schools, and 73 were city schools.

Extent of Guidance Programs. The number and per cent of barrio, central, and city schools with guidance programs are shown in Table 18.

TABLE 18. NUMBER AND PER CENT OF SCHOOLS WITH GUIDANCE PROGRAMS

Elementary Schools Replying to the Bureau	*Guidance Questionnaire*	*Schools with Guidance Program*	
Kind of Schools	*Number*	*Number*	*Per Cent*
Barrio Schools	177	104	58.76
Central Schools	194	132	68.04
City Schools	73	73	100.00
TOTAL	444	309	69.59

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[37] Madali and Cortes, *op. cit.*, pp. 35-123.

Slightly more than one-half of the barrio schools that responded stated that they have a guidance program, while two-thirds of those in central schools and all of those in city schools indicated that they have a guidance program.

Availability, Preparation, and Work of Counselors. The availability of counselors is shown in Table 19. As shown in this table, 313 (70 per cent) of the schools have guidance counselors on either a full-time or a part-time basis. Of these schools only 33 city schools, or 10.54 per cent have one full-time guidance counselor each; 215 different schools, or 68.69 per cent have one part-time guidance counselor each; 4 central and city schools, or 1.28 per cent have two or more full-time guidance counselors each; and 61 barrio, central, and city schools, or 19.49 per cent have two or more part-time counselors each.

TABLE 19. AVAILABILITY OF GUIDANCE COUNSELORS

Schools	*Schools with One Full-Time Guidance Counselor*		*Schools with One Part-Time Guidance Counselor*		*Schools with Two or more Full-Time Guidance Counselors*		*Schools with Two or more Part-Time Guidance Counselors*		*Total*
	No.	*Per Cent*	*No.*	*Per Cent*	*No.*	*Per Cent*	*No.*	*Per Cent*	
Barrio schools			98	31.31			8	2.56	106
Central schools			92	29.39	3	0.96	41	13.10	136
City schools	33	10.54	25	7.99	1	0.32	12	3.83	71*
TOTAL	33	10.54	215	68.69	4	1.28	61	19.49	313

* Two city schools failed to report their guidance counselors.

The extent of preparation of counselors is shown in Table 20. Of the schools with guidance counselors, only 231 responded to the questions on professional preparation. Out of those who responded, 153 or 66.23 per cent of the counselors had taken one or two guidance courses, while 78 or 33.77 per cent had taken three or more guidance courses. All of these counselors, except one, had attended guidance workshops, seminars, and conferences. If it is assumed that counselors in those schools that did not respond have had no professional preparation, then it is apparent that a large number are not prepared to do counseling.

TABLE 20. PREPARATION OF GUIDANCE COUNSELORS

Schools	*Attended Workshops, Seminars, Conferences*		*Took One or Two Guidance Courses*		*Took Three or More Guidance Courses (including Child and Clinical Psych.)*		*Total*
	No.	*Per Cent*	*No.*	*Per Cent*	*No.*	*Per Cent*	
Barrio schools ...	73	31.60	57	24.67	23	9.96	80
Central schools ..	91	39.39	69	29.87	20	8.66	89
City schools	66	28.57	27	11.69	35	15.15	62
TOTAL	230	99.56	153	66.23	78	33.77	231

An indication of the nature of the problems dealt with in counseling is given in Table 21. The most time in counseling is given to the educational problems of pupils, according to the reports of around 43 per cent of the schools. Next in order are social problems as reported by 15 per cent, emotional problems as reported by 11 per cent, health problems as reported by nine per cent, and financial problems as reported by 4 per cent.

TABLE 21. PROBLEMS GIVEN MAJOR ATTENTION IN COUNSELING

Problems to Which More than 20 Per Cent of Counseling is Devoted	*Barrio Schools*		*Central Schools*		*City Schools*	
	No.	*Per Cent **	*No.*	*Per Cent **	*No.*	*Per Cent **
Educational problems of pupils	39	12.46	59	18.85	35	11.18
Social problems of pupils	15	4.79	12	3.83	20	6.39
Emotional problems of pupils	7	2.24	10	3.19	18	5.75
Health problems of pupils	11	3.51	12	3.83	6	1.92
Financial problems of pupils	5	1.59	8	2.55	3	0.96

* The per cents are based on 313, the number of schools with guidance counselors, either full-time or part-time.

TABLE 22. UTILIZATION OF TOOLS AND TECHNIQUES OF GUIDANCE

Tools and Techniques	*Barrio Schools*		*Central Schools*		*City Schools*	
	No.	*Per Cent**	*No.*	*Per Cent**	*No.*	*Per Cent**
Availability of a special room for counseling	4	0.90	18	4.05	41	9.23
Utilization of testing program						
a. Achievement test	6	1.35	18	4.05	6	1.35
b. Personality test	6	1.35	10	2.25	15	3.37
c. Mental ability test	5	1.12	8	1.80	16	3.60
d. Locally made achievement test	13	2.92	26	5.85	34	7.66
Utilization of cumulative records	60	13.51	85	19.14	63	14.18
Utilization of tools used for studying children's behavior						
a. Health records	54	12.16	83	18.69	66	14.86
b. Pupil diaries	6	1.35	21	4.72	17	3.82
c. Inventories	12	2.70	20	4.50	24	5.40
d. Autobiographies	7	1.57	16	3.60	30	6.75
e. Questionnaires	17	3.82	40	9.01	45	10.14
f. Observations	69	15.54	94	21.17	67	15.09
g. Anecdotal records	47	10.59	64	14.41	63	14.18
h. Home visitations	74	16.67	97	21.84	66	14.86
i. Conferences with parents in schools	3	0.68	4	0.90	12	2.70

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* The per cents are based on 444, the total number of elementary schools which responded to the questionnaire.

Utilization of Various Tools and Techniques. A variety of tools and techniques are used in a guidance program. The extent to which they are utilized in the schools sampled in this study is shown in Table 22. The data clearly indicate that little use is made of the tools and techniques that are a basic part of a guidance program. A very low percentage of the schools have a special room available for counseling and other guidance uses. Counselors are forced to use the hall, the library if one is available, the office, or a classroom. Tests are used very little and cumulative records are used approximately in only 14 per cent of the barrio schools, 19 per cent of the central schools, and 14 per cent of the city schools. Observation, health records, home visitation, and anecdotal records are used in from 11 to 21 per cent of the schools. Apparently, major reliance is placed upon informal advisement with little use of objective data regarding the child's background.

Utilization of Out-of-School Services. The services of welfare agencies, health centers, civic organizations, and others can be used to improve the guidance program of the schools. In Table 23 are given data on the extent of the utilization of out-of-school services in 313 schools which have guidance counselors.

TABLE 23. NUMBER AND PER CENT OF SCHOOLS WITH GUIDANCE COUNSELORS WHICH UTILIZE VARIOUS OUT-OF-SCHOOL SERVICES

Services Utilized in the Guidance Program	*Barrio Schools*		*Central Schools*		*City Schools*	
	No.	*Per Cent*	*No.*	*Per Cent*	*No.*	*Per Cent*
Health centers, hospitals, clinics	67	21.41	88	28.12	68	21.72
Social Welfare agencies	48	15.34	52	16.61	53	16.93
Civic organizations	12	3.83	13	4.15	22	7.03
Courts	7	2.24	9	2.88	12	3.83

Over 70 per cent of the 313 schools with counselors report that they make use of various health services. Approximately one-half of the schools report that they use the services of social welfare agencies. The services of other agencies are used by a small proportion of the schools.

SUMMARY AND RECOMMENDATIONS

Although a good beginning has been made to provide guidance services, there is still need to clarify the concepts and understandings relative to guidance among school personnel. The limited preparation of guidance counselors and the limited use of various techniques are indicative of this need. Of significance is the fact that major attention has been given to educational problems of pupils. In addition, attention has been given to the utilization of the services of related agencies, which is consistent with the trend in other aspects of the community-school program.

It is recommended:

That the role of guidance in the elementary school be clarified among school personnel with particular attention to its function, basic concepts, principles, and practices.

That each complete elementary school have either a full-time or part-time counselor. If this is not feasible, a full-time counselor should be employed in each municipality and assigned the responsibility of working with schools in the area.

That each school division be provided with the services of a guidance supervisor to furnish leadership in the development of guidance programs.

That adequate preparation be attained by all counselors and supervisors, many of whom should be encouraged to earn the master's degree with a major in guidance.

That the salary of the guidance counselor be raised to the same range as that of the head teacher.

That efforts be made to construct individual mental ability and other tests appropriate for use with Filipino children which can be utilized in guidance as well as in other phases of the school program.

That a greater distribution of tests to the field be made by the General Office with consultation on their effective utilization in the guidance program.

That the General Office provide cumulative records for all Grade I pupils at the beginning of each school year, and for pupils in other grades for whom no provision has as yet been made.

The Language Problem

There is no problem that is so vexing and loaded with emotion and conflicting interests as the language problem. The desire of each individual to use his native language, national aspirations for a unifying language, the stress upon English for economic, scientific, and other pursuits, the desire of a few to perpetuate Spanish, and the basic right of all people to share in the decision as to the language they will use — all these compound the difficulty. Proposals of different individuals and groups regarding the solution of the language problem are interesting, and in many cases helpful, but none as yet has been found fully acceptable from an educational point of view.

A main source of difficulty stems from the fact that little research evidence is available. While it is true that the Iloilo study[38] demonstrated the value of the use of the native language in Grades I and II, there are many other facets of the problem that are in need of investigation. Additional linguistic studies are needed to provide basic information about the languages in the Philippines and the relationships among them.[39] Psychological studies of language development and educational studies of language instruction are needed to provide information on many problems related to the efficient learning and teaching of Pilipino, the native languages, and English. Until more research evidence is available it will not be possible to make definite recommendations on many aspects of the problem with a high level of confidence.

In the absence of adequate research evidence two sources of information have been utilized to investigate the problem.

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[38] Bureau of Public Schools, *Evaluating the Iloilo Community School Program* (Manila: Bureau of Printing, 1954. pp. 63-72).

[39] Commendable progress is being made by Filipino and American linguists whose efforts should be given increased support.

First, information was obtained by means of an analysis of the recommendations made by individuals in the Bureau of Public Schools, by various individuals and groups in earlier surveys and studies in magazine articles and unpublished papers, and bills filed in Congress.[40] Second, the experience of teachers, other school personnel, and linguists has been tapped through interviews, conferences, and questionnaires. General questions were used to elicit proposed solutions, and specific questions were employed to get at definite issues and problems.

DETERIORATION OF INSTRUCTION IN ENGLISH

Many individuals in schools, colleges, and universities have pointed out to the Survey Team that there has been a deterioration in the English of students and teachers as well as in the teaching of English. Tests given by the Survey Team indicate that both sixth graders and second-year high school students are more than a year below comparable groups tested in 1925 and 1947 (see pp. 43 ff.). First-hand observation of instruction and discussion of language problems in many different schools throughout the nation also indicate that proficiency in English is on the decline. The following were noted:

1) The supply of textbooks and library resources is woefully inadequate.

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[40] The following were given special attention:

a. Board of National Education, *General Educational Policies* (Manila: Phoenix Press, Inc., 1958).

b. Bureau of Public Schools. (Various Memoranda, Circulars, and Bulletins on language instruction).

c. Paul Monroe, *et al.*, *A Survey of the Educational System of the Philippine Islands* (Manila: Bureau of Printing, 1925).

d. Clifford H. Prator, *Language Teaching in the Philippines* (Manila: U. S. Educational Foundation to the Philippines, 1950).

e. Report of the Joint Congressional Committee on Education to the Congress. *Improving the Philippine Educational System* (Manila: Bureau of Printing, 1951).

f. Unesco Consultative Educational Mission to the Philippines, *Report of the Mission to the Philippines* (Paris: Unesco House, 1949).

g. Jose V. Panganiban, "Philippine Linguistics", *Unitas*, 83:607-622, July-September, 1959).

2) Some teachers frankly admit that they do not provide good models of spoken English for their pupils and that more English instruction via the radio and use of phonograph records would be helpful. As Prator stated ten years ago: "Probably no other single factor would improve English instruction... as much as general up-grading of these teacher models..."[41]

3) In some classes only 15 to 20 minutes per day are allotted to the teaching of English in Grades I and II; the typical practice is to provide 30 minutes. The time allotment is usually shorter in non-Tagalog areas than it is in Tagalog areas. It was reported that in one division the instructional materials sent by the General Office had not been distributed "because too much time was being spent on other languages."

4) In some instances, a feeling of indifference toward the procedure of teaching English as a second language was evident among teachers and school officials. Evidently, they were not convinced of the efficacy of the new approach which had been tried and found effective in many different countries. In fact, some appear to believe that the teaching of English is relatively unimportant in the rural areas inasmuch as the children of the *tao* will have little or no use for it. One school official stated that "if one comes out for English and improved pronunciation, he is accused of colonial mentality."

5) The use of the phrase "informal teaching of English" has confused some teachers who are using an incidental approach to English instruction. The release to the field of General Letter No. 76, series 1957 and the teachers' guide on teaching English in Grade I and that for Grade II have indicated the proper direction, where before teachers were left to their own devices. However, need still exists for further clarification of "informal teaching of English."

6) In some divisions little has been done to acquaint teachers with appropriate methods to use in second-language instruction. Many teachers do not understand the aural-oral approach and some have not received the instructional materials developed by the Philippine Center for Language Study and the

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[41] Prator, *op. cit.*, *p.* 32.

Bureau, insufficient copies of which reached the field. Some divisions have not made adequate use of trained pilot teachers.

7) Some teachers use the native language as a substitute for English in Grades III and above instead of using it as an auxiliary medium of instruction when really necessary.

8) Supervision of the teaching of English is inadequate in many divisions; it has been delegated to individuals who are loaded with other responsibilities. In fact, only 29 of the 64 school divisions have a supervisor designated as English supervisor. In most instances the academic supervisor has responsibility for the supervision of English along with several other subjects in addition to a variety of administrative responsibilities.

There appears to be little doubt that if English is to remain as an effective medium of study and communication in the Philippines, definite steps must be taken to meet these and other problems related to the improvement of instruction in English. There is close agreement between the foregoing factors in the deterioration of English instruction and those cited by Prator ten years ago: namely, decrease in the amount of time allotted to English, decrease in the number of years of instruction, decrease in the supply of textbooks and supplementary materials, lack of adequate preparation of teachers, large classes, deterioration of language models, uncertainty as to the position of English, and decline of teacher morale.[42] Prator's summary of recommendations and conclusions regarding the improvement of English should be reviewed regularly by those who wish to improve the instructional program.[43] There is another point that should be kept in mind if English (or any other language) is to be mastered. English should be introduced early in the program, while the child's language facility is plastic and flexible and before the speech mechanism has developed patterns and habits that are difficult to change. English differs so much structurally and phonetically from the native languages that it is most difficult for anyone to master it who has already crystallized certain speech patterns. On the other hand, Pilipino is phonetically and structurally quite similar to the native languages, and it is relatively easy for children to shift and adapt speech patterns they have developed in their native language to the learning of Pilipino.

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[42] *Ibid.*, p. 41.

[43] *Ibid.*, pp. 91-96.

RECOMMENDATIONS IN OTHER SURVEYS

In the Monroe survey it was recommended that instruction be given in English because it was the language "open to the fewest objections." However, the following point was made: "At one time in the school curriculum some use of the dialect seems desirable. That aspect of conduct designated good manners depends to a large extent upon the mastery of special and approved forms of speech. Even so important a factor in life as good morals and right conduct depends largely upon a familiarity with language forms."[44] Many specific suggestions also were made regarding the improvement of instruction in English, some of which have special pertinence at the present time.

The Unesco Consultative Educational Mission recommended: "That the national policies requiring schools to teach the National Language, to use English as the primary medium of instruction, to offer Spanish in the high schools, and to permit teachers to use the local dialect to assist them in teaching, be continued..."[45] A vigorous research program also was recommended to determine the extent to which the National Language should be used as medium of instruction for the fundamental education of out-of-school youth and adults. The Mission observed that so much effort was given to the teaching of languages that insufficient time remained for education in basic subject matter. The comment also was made that the stress on memorizing language *forms* was in part responsible for the unsatisfactory progress of pupils.

The Joint Congressional Committee in 1949 recommended that "no radical step should be taken on the matter of changing the language of instruction until valid scientific evidence has been established."[46] Several specific suggestions were made on ways in which the development of the National Language could be facilitated.

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[44] Monroe *et al.*, *op. cit.*, p. 28.

[45] Isidro *et al.*, *op. cit.*, p. 22.

In 1950 Prator made proposals that were generally consistent with the program that was being studied in Iloilo. Three major guide lines were indicated as follows:

1) Postponing the introduction of the National Language for non-Tagalog pupils until the intermediate grades at least.
2) Introducing the vernacular as the medium of instruction in Grades I and II.
3) Teaching English as a separate subject in the first two grades, and continuing its use as the medium of instruction beyond that point.[47]

Prator also urged that more experimentation be initiated by the General Office so that all facets of the problems could be studied and duplication of effort could be avoided. Prator concluded his report with clear-cut suggestions on ways to improve instruction in English, most of which are still applicable at the present time.

In 1957 the Board of National Education established policies for the present program as follows:[48]

> Section 10. The Board adopts as a policy the use of the native language as the medium of instruction in Grades I and II . . .
>
> Section 11. The Filipino language shall be introduced as a subject in Grade I and given increasing emphasis in higher grades.
>
> Section 12. In the first and second grades of the elementary school English shall be introduced informally as a subject. Beginning Grade III English shall be used as medium of instruction with the vernacular as auxiliary medium in the primary and with the Filipino language as an auxiliary medium in the intermediate grades and high schools.

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[46] Report of the Joint Congressional Committee on Education to Congress, *op. cit.*, p. 88.

[47] Prator, *op. cit.*, p. 35.

[48] Board of National Education, *op. cit.*, p. 18.

Six proposals made by individuals and various groups and the Master Plan adopted by the Board were summarized in the report of the Board of National Education as follows:[49]

A. Technical Committee on Language Problems

In the Primary School (Grades 1, 2, 3, 4)

1. The dominant vernacular of the district or place where the school is located will be used as the medium of instruction in all subjects.

2. The Filipino language will be introduced informally as a language subject in Grade I and taught with more formality at each grade thereafter in the normal-period length of an academic class.

3. In Grades 3 and 4, English shall be studied as a subject of increasing proportions preparatory to its total adoption as a medium of instruction beginning with the intermediate classes.

In the Intermediate Grades (Grades 5, 6)

1. English will be used as a medium of instruction besides continuing as a language subject.

2. The Filipino language will be taught as a subject and will be used as a medium of instruction for social studies.

In the High School (Years I, II, III, IV)

1. English will continue as a language subject and as a medium of instruction for all subjects in all years of the high school, except in social studies.

2. The Filipino language will continue as a language subject and as medium of instruction for social studies.

B. Elementary Committee

1. In Grades I and II the local or regional vernacular shall be used as a medium of instruction and the Filipino and the English languages shall be taught informally in separate periods.

2. In Grades III and IV increased periods shall be allotted to the Filipino and the English languages while the vernacular shall remain as the medium of instruction.

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[49] *Ibid.*, pp. 269-271.

3. In Grades V and VI English shall be used as the medium of instruction. The Filipino language shall be a subject, and the medium of instruction in social studies.

C. Master Plan (adopted by the Board)

1. The local vernacular shall be used as medium of instruction in Grades I and II.

2. The Filipino language shall be introduced in Grade I and given increasing emphasis in the higher grades of the elementary school.

3. English shall be introduced informally in Grades I and II. It shall be used as medium beginning with Grade III with vernacular as an auxiliary medium in the primary and with Filipino language as an auxiliary medium in the intermediate and high schools.

D. Division Superintendents

1. The local vernacular shall be used as medium of instruction in Grades I and II.

2. English shall be introduced in Grade I and shall become the language of instruction beginning Grade III with the aid of the vernacular as far as Grade IV.

3. The Filipino language shall be taught as a subject beginning Grade III.

E. Infantado, Silva, Panganiban

1. The Filipino language shall be used as the medium of instruction in the primary grades aided by the vernacular from as much as 95% in Grade I to 5% or 0% in Grade IV.

2. English shall be taught informally in Grade I; formally beginning Grade II; and shall be used as language of instruction beginning the intermediate grades.

F. Dr. Cecilio Lopez

1. The vernacular shall be used as medium of instruction in Grades I-IV.

2. English shall be introduced as a subject beginning Grade III.
3. Filipino language shall be a subject in the primary grades and medium of instruction from Grade V and up.

G. Technical Coordinating Committee

1. The local vernacular shall be used as medium of instruction in Grades I and II.
2. English shall be introduced in Grade I and shall become the language of instruction beginning Grade III with the aid of the vernacular as far as Grade IV.
3. The Filipino language shall be taught as a subject in Grade II.

Several observations can be made regarding the foregoing proposals. The native language (vernacular) is proposed as the medium of instruction in primary grades in all but one of them. English is introduced as a subject in Grade I in five of the plans, and Pilipino is introduced as a subject in Grade I in four of the plans. English is recommended as medium of instruction in six of the plans, beginning in Grade III in three plans and in Grade V in three plans. Pilipino is introduced as a subject in Grade I in four plans, in Grade II in one plan, and in Grade III in one plan. In four of the plans it is recommended that only two languages be taught in Grade I, and three recommend that this be continued through Grade II. There appears to be general agreement that the native language should be used as the medium of instruction in the early grades, that English should be used as medium of instruction in later grades, and that Pilipino should be taught as a subject.

CURRENT PROPOSALS

There is general agreement among school personnel and parents sampled in the survey that the number of languages used in the instructional program in the early grades in the elementary school should be limited to two in non-Tagalog regions as it now is in Tagalog regions. Many problems and difficulties arise in initial language instruction when three different languages are presented. Many individuals report that much of the child's learning is superficial and has little permanent value when he is confronted with three languages; one or more of them typically is neglected. Excessive amounts of time and expense are required to prepare, publish, and revise textbooks and other teaching aids for three languages. Teachers are faced with the task of mastering three languages and presenting excellent models of speech which are of vital importance in the first learning of any language. In addition teachers should master the appropriate techniques for teaching literacy in the home language and for teaching two second languages. They also need to develop adequate linguistic backgrounds in order to understand similarities and differences among three languages. Without this background language instruction cannot be raised to a high level of quality. Rare indeed is the teacher in Grades I and II in any country who can do this well in addition to doing the host of other important teaching tasks that should be done with the same high level of quality. Filipino educators state that quality of instruction decreases under such conditions. By delaying the introduction of one language, it should be possible to do a more thorough job on each of them. Increased time allotments can be given to each of the two languages that are being emphasized at a given time. The competence of teachers can be strengthened in two languages much easier than it can be in three languages, thus providing a *modicum* of relief to the heavy burden of teachers in the elementary schools at the present time.

From a linguistic point of view it seems reasonable to believe that the transition from the native languages to Pilipino can be made quickly and easily by children after they have learned to read and write in their native language, which has many elements in common with Pilipino. Teachers, principals, and supervisors have reported that in their opinion the transition from the native language to Pilipino can be made easily and efficiently in Grade III. Through the use of second-language techniques, and because of the many similarities between the native languages and Pilipino, rapid progress in the mastery of Pilipino should be possible. In fact, even before the present program was instituted Prator stated: "Individuals who move from one linguistic area to another, even uneducated individuals, usually acquire a reasonable ability to handle the new vernacular within a few weeks' or months' time."[50] Now that the native language is used as medium of instruction in Grades I and II, it should be even easier for children to learn Pilipino.

A second proposal that should be analyzed thoroughly to determine its feasibility is to permit each division to adopt as medium of instruction in Grades I and II in each school that language which would be most effective from an instructional standpoint and which is preferred by parents. It has been reported to members of the Survey Team that many of the private schools in different parts of the country have continued to use English as the medium of instruction in Grades I and II, in part due to the wishes of parents, future educational needs of children, and lack of instructional materials in the native language. That serious consideration should be given to local needs related to this type of educational problem appears to be reasonable and proper by sound standards of educational planning. Whether or not it is in the best national interests to permit certain public schools to deviate from present policies in order to meet more effectively the educational needs of children and wishes of parents in local communities should be determined by careful study. Proponents of this proposal argue that it is not in the best national interests to adopt a single approach to a problem that is so complex and controversial when varied approaches might well be used to meet the problem in accordance with local needs, aspirations, and conditions. If proper safeguards are set up to insure the mastery of English and Pilipino, a policy permitting varied approaches should greatly alleviate the language problem and at the same time contribute to the improvement of the instructional program. Thus, it would be possible to use that language in Grades I and II which would be most effective as the medium of instruction in the light of teachers' competence, available materials, language background of children, and wishes of parents for their children. Although the Survey Team does not recommend that this proposal be adopted, it urges that it be given careful study to determine its feasibility.

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[50] For a good discussion of the similarities among Filipino languages, see Panganiban's article, *op. cit.*

The responses of school superintendents, supervisors, principals, teachers, and laymen to specific questions related to the language problem are presented in Table 24. Nearly two-thirds of the school personnel and more than one-half of the laymen favored the use of the native language as medium of instruction in Grades I and II; 28 per cent of the laymen stated it should be used in Grade I only.

Slightly over one-third of all groups favored the present program, namely, the native language as medium of instruction in Grades I and II, English and Pilipino as subjects in Grades I and II, and English as medium of instruction beginning in Grade III.

About 40 per cent of the superintendents, district supervisors, and principals, and practically one-third of the teachers and laymen believed that Pilipino should be introduced as a subject in Grade III. Only a very small percentage favored any of the other proposals.

If only two languages are to be used in Grades I and II, 57 per cent of all groups stated that they should be the native language and English; 6.4 per cent favored the native language and Pilipino.

TABLE 24. RESPONSES OF SCHOOL PERSONNEL AND LAYMEN TO QUESTIONS ON THE LANGUAGE PROBLEM

Questions	*Superintendents*		*Dist. Supv.*		*Principals*		*Classroom Teachers*		*Laymen*		*Total*	
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
1. Should the *native language* be used as the medium of instruction in												
a. Grades I and II	27	62.8	133	65.8	250	64.8	1304	59.5	91	51.7	1805	60.2
b. Grade I only	2	7.2	26	12.9	69	17.9	479	21.9	49	27.8	625	20.9
c. Grades I to IV	13	30	35	17.3	33	8.5	88	4.0	20	11.4	189	6.3
d. No grade	0	0	8	4.0	34	8.8	319	14.6	16	9.1	377	12.6
Totals	42	100	202	100	386	100	2190	100	176	100	2996	100

TABLE 24.—(CONTINUED)

Questions	*Superintendents*		*Dist. Supv.*		*Principals*		*Classroom Teachers*		*Laymen*		*Total*	
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
2. Which would best promote elementary instruction with respect to the language taught?												
a. Present set up (*Native language* as medium of instruction in Grades I & II, *Pilipino* & *English* taught as subject in these grades and the shift to *English* as the medium of instruction in Grade III.	15	36.6	65	33.2	136	35.0	830	37.0	63	34.8	1109	36.4
b. *Native Language* as medium of instruction in Grades I & II, English taught as subject in Grades I & II & used as a medium of instruction from Grade III up with Pilipino taught as subject beginning Grade III.	16	39	88	44.9	151	38.9	744	33.2	56	30.9	1055	34.6

TABLE 24.—(CONTINUED)

Questions	*Superintendents*		*Dist. Supv.*		*Principals*		*Classroom Teachers*		*Laymen*		*Total*	
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
c. English as medium of instruction in all grades from Grade I up and *Pilipino* as subject only	0	0	13	6.6	48	12.4	413	18.4	24	13.3	498	16.3
d. *Pilipino* as the medium of instruction in Grades I and II with *English* taught as subject in Grades I and II and English as the medium of instruction from Grade III.	2	4.9	10	5.1	26	6.7	142	6.3	11	6.1	191	6.3
e. *Native Language* as medium of instruction in Grades I and II, *Pilipino* taught as subject in Grades I and II, as medium of instruction from Grade III, with English as subject starting in Grade III.	8	19.5	20	10.2	27	7.0	115	5.1	27	14.9	197	6.4
TOTALS	41	100	196	100	388	100	2244	100	181	100	3050	100

TABLE 24.—(CONTINUED)

Questions	*Superintendents*		*Dist. Supv.*		*Principals*		*Classroom Teachers*		*Laymen*		*Total*	
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
3. If we are to have only 2 languages to use in Grades I and II which in your opinion should be the two?												
a. *Native Language* as medium of instruction and *Pilipino* as subject only	13	29.6	33	16.6	43	11.0	267	11.3	30	17.3	386	12.2
b. *Native Language* as medium of instruction and *English* as subject only	22	50	115	57.8	238	61.2	1345	57.1	92	53.2	1812	57.3
c. *Pilipino* as medium of instruction and *English* as subject only	5	11.4	32	16.0	59	15.2	324	13.7	24	13.9	444	14.0
d. *English* as medium of instruction and *Pilipino* as subject only	4	9.1	19	9.6	49	12.6	421	17.9	27	15.6	520	16.5
TOTALS	44	100	199	100	389	100	2357	100	173	100	3162	100

BASIC GUIDE-LINES AND PROPOSED PLANS

There appears to be general agreement on several guidelines that can be used in working on the language problem. The following are recommended for detailed consideration as different proposals are advanced:

1) The existing knowledge of English, which is a part of the cultural heritage of the Philippines, is an educational, social, economic, scientific, and political advantage that should be maintained through clearly defined educational policies.

2) The development and use of Pilipino as a unifying national language should be given maximum support in all schools.

3) Within the foreseeable future English should remain as the medium of instruction in higher grades, beginning possibly as at present in Grade III, in order that the best ideas in different fields of learning can be made available quickly and efficiently to Filipino students.

4) The native languages should be used as the medium of instruction in the early grades except where for valid reasons it is more reasonable to use Pilipino or English.

5) From a curricular and instructional point of view, only one second language should be introduced at one time in the early grades.

6) Essential and suitable instructional materials should be provided at the time changes are made in the program. It is unsound planning to make a change and to expect teachers to develop materials on their own.

7) Appropriate changes in pre-service and in-service education programs should be made in order to prepare school personnel to handle changes in the language program.

8) Major changes should be based upon findings from a continuing and well-supported program of research on instructional outcomes and on linguistic problems.

9) The native language should be used as an auxiliary medium of instruction as needed, but never as a substitute for instruction in English or Pilipino.

Of all the plans reviewed by the Survey Team the following appear to be most feasible at the present time and most consistent with the foregoing guide-lines:

1) Use the native language as the medium of instruction in Grades I and II and teach English as a separate subject with an increased time allotment. Use English as the medium of

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instruction beginning in Grade III and introduce Pilipino in Grade III with an increased time allotment.

2) Use the native language as the medium of instruction in all subjects in Grades I and II and in social studies and character education in Grades III and IV. Teach English as a separate subject in Grades I and II. Use English as the medium of instruction in other subjects beginning in Grade V. Introduce Pilipino as a subject in Grade III with an increased time allotment.

3) Use the native language as the medium of instruction in Grades I through IV and teach English as a separate subject with an increased time allotment. Use English as the medium of instruction beginning in Grade V and introduce Pilipino as a separate subject in Grade III with an increased time allotment.

Plan One above appears to be the most satisfactory under present circumstances and in terms of currently available instructional materials and those to be provided in the future through the NEC-ICA Textbook Printing Project.

Plan Two should be considered as a transition move if at some time in the future it is decided to use the native language as the medium of instruction throughout the primary grades. Materials could be developed in social studies and character education as a first step. Other subjects could be taught in the native language as materials were prepared, thus a smooth transition could be made to plan three.

Plan Three appears to be most satisfactory if the decision is made to use the native language as the medium of instruction in providing basic primary education to all children throughout the Philippines. However, success of the plan would be contingent upon the development of an adequate supply of instructional materials in all subjects. Furthermore, a stepped-up program of second-language instruction in English would be necessary or there would be further deterioration of English proficiency and the transition to English as medium of instruction in Grade V would cause undue difficulties.

There is a fourth plan which has been presented to the members of the Survey Team and which appears to be feasible at some time in the future. Reference is made to the possible use of the national language, Pilipino, as medium of instruction beginning in the first grade and progressively in the higher grades as the development of the language warrants. However, the Survey Team has been informed that, at least at the present time, any proposal to that effect will very likely be met with disfavor among non-Tagalog speaking groups.

Although the Survey Team is not proposing this plan for outright consideration at the present moment, the plan offers possibilities that may become the best ultimate solution to the complicated language situation. This plan would not only have the distinct and obvious advantage of being the simplest and most economical in view of the fact that there would be only one language of instruction, instead of eight or more, in the lower elementary grades, but it would also be in harmony with the constitutional mandate and the laudable aspiration for the development of a common national language. This plan of course envisages the continuance, in the lower primary grades and later in the higher grades, of English as a required second language which from all considerations should be retained for the good of the country.

It has been pointed out to the Survey Team that the time will come when the different language groups in non-Tagalog regions not only may welcome the introduction of Pilipino as medium of instruction, but may even seek it. It has been suggested that this will occur because of the present policy being pursued by the Institute of National Language of drawing contributions from the different native languages in order to develop Pilipino, and the rapid spread of Pilipino throughout the land by means of mass media of communication. If and when the time comes when non-Tagalog groups will welcome the use of Pilipino as the medium of instruction in the primary grades, it seems to the Survey Team that solid progress will have been made in arriving at a final solution of the language problem.

RECOMMENDATIONS

It is recommended:

That the guide-lines suggested in this report be given serious consideration as changes in the language program are contemplated.

That immediate steps be taken to improve instruction in English so that the current trend of deterioration in English proficiency can be reversed.

That a vigorous research program be carried on in non-Tagalog and in Tagalog regions to determine the grade in which it would be best to shift to English as the medium of instruction.

That the present program of developing Pilipino be continued and further accelerated.

That at the propitious time in the future, if and when the situation permits, Pilipino be used as the medium of instruction beginning in Grade I. The transition to English as medium of instruction could be made in the grade shown to be the most appropriate on the basis of research evidence.

That the present language program in the schools be continued, except that Pilipino be introduced as a subject in Grade III in non-Tagalog regions. With an increased time allotment, children should master Pilipino quickly and efficiently since they will have learned, by the time they finish Grade II, to read and write in the native language, which is similar to Pilipino in many ways.

CHAPTER III

The Secondary School

BACKGROUND

The early secondary schools under the Spanish regime were founded by religious corporations and functioned under Church auspices in keeping with the predominating ideal of the salvation of souls and the development of religious and moral individuals. The first secondary school was the College Seminary of San Ignacio, organized by the Jesuits and opened in 1585. Its purpose was to prepare students for the priesthood. The curriculum consisted of rhetoric, Latin, philosophy, canon and civil law, and theology. Additional secondary schools which were organized during the early years of the seventeenth century added Greek, logic, and elocution to the list of prescribed subjects.

Not until 1821 (interestingly enough, the date of the opening of the first public high school in the United States) were any serious efforts made to bring about reforms in the secondary school. At that time, proposals were made to include Spanish, geography, chronology, history, literature, mathematics, botany, agricultural zoology, political economy, and statistics in the curriculum. These proposals were not implemented, however. But in 1867 the Spanish government established a curriculum which included Christian doctrines and sacred history, Latin and Spanish literature and grammar, Christian ethics, Spanish history, universal history, poetry, rhetoric, geometry, trigonometry, psychology, logic, moral philosophy, and French or English. These offerings constituted the standard curriculum of many secondary schools until the Revolution of 1896.

Thus it is clear that during the Spanish regime the secondary school was predominantly academic and religious in character, since the purpose was to perpetuate the rule of Spain and insure the supremacy of the Church. Educational opportunities were very limited and at first were extended only to the sons of Spaniards. Gradually, however, the opportunity for secondary education was made available to Filipinos of exceptional promise and social position. Tuition fees were so high that the secondary school was clearly a "class" institution. It was not concerned with training for productive endeavor. As a matter of fact, it was considered degrading for educated people to work with their hands. The predominance of academic subjects served to prepare for the academic collegiate degree, which was a badge of social distinction, an emblem of membership in the exclusive elite. Vestiges of this philosophy can still be found in Philippine secondary schools today.

The Americans introduced a new concept of education to the country. Preparation for citizenship in a democracy became the primary objective. English became a basic subject in the curriculum. The organization of provincial high schools was provided for in 1902. Because of the demand for preparation for training in the professions, as well as the opportunities in government service, the early high schools' curricula under the American regime was largely academic. This pattern was an adaptation of the high school curriculum in the United States of that period. Although some "manual training" and allied vocational subjects eventually were introduced, the academic curriculum remained dominant during the first thirty years of the American period — despite the fact that only a few of the graduates went on to college.

Critics maintained that the high schools were training the people to be merely consumers and not producers. The instructional program was indicted as being far too limited and narrow. This academically oriented curriculum, however, continued to attract students in increasing numbers during the entire period, due largely to the "prestige" factors mentioned earlier.

As the country progressed economically and industrially, however, a new concept of social values emerged. Opportunities for academically trained high school graduates to obtain positions in government service and in other white-collar vocations became increasingly scarce. Furthermore, purely academic training was considered inadequate for political and economic independence. Fundamental changes in the program of secondary education became imperative.

RECENT DEVELOPMENTS

Of great significance in the history of secondary education in the Philippines was the Committee on the Reorganization of Secondary Education, which began its work in 1931. This committee recommended the adoption of the general or comprehensive (as it is currently called) secondary school "embracing all curricula and constituting one unified organization." [1] Here was a pronouncement of a basic philosophy which envisioned the secondary school as the servant of all youth, with their varying abilities, interests, and needs. Here, in concise, clear-cut language, was the blueprint for the secondary school which a democratic society required for its perpetuation and improvement. There was no trace of nineteenth-century snobbery — no suggestion that there be one school for the elite and another for everybody else. In the general or comprehensive high school, those who do not expect to go to college may take certain non-academic courses necessary as preparation for useful and productive living and for an understanding and appreciation of the country and world in which they live. In the same school, the needs of the college-preparatory students for a rigorous academic foundation are likewise met. And of crucial importance is the fact that those needs common to *all* citizens of a democracy, regardless of their unique characteristics, can be carefully appraised, through guidance, and provided for in the comprehensive school program. It was a magnificent idea, whose implementation has yet to be adequately achieved.

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[1] Bureau of Education, Bulletin No. 11, s. 1940, *Report on the Reorganization of Secondary Education.*

The first of these general high schools, experimental in nature, was inaugurated in Batangas and Capiz in 1932. The first two years of this curriculum were tried out in Tayabas (now Quezon), Tarlac, and Isabela high schools in 1934, in Cagayan in 1937, and in Antique and Rizal in 1938.

The general curriculum prescribed the following subjects: English, literature, reading and character, 6 units; Science, consisting of General Science and Biology, 2 units; Mathematics, including General Mathematics and Advanced Arithmetic, 1½ units; Social Sciences, including World History, U.S. History, Oriental History, Philippine Social Life, Economics and Philippine History and Government, 4 units; Filipino National Language, 4 units; Vocational Education and Home Economics, including the exploratory courses, 4 units; Physical Education, Health Education, and Preparatory Military Training, 4 units. In addition to the required courses, optional courses could be taken in art appreciation, music, typewriting, advanced algebra, ceramics, stenography, and chemistry or physics, if they were offered.

This general curriculum grew rapidly in popularity and acceptance. The Conference on Secondary Education held in October, 1939, and the Thirty-Sixth Annual Convention of Division Superintendents held in May, 1940, passed resolutions favoring its universal adoption.[2] Still the emphasis was largely academic and college-preparatory, with vocational training as the "step child."

Following liberation in 1945 the inherent defects of the earlier academic curriculum, plus the fact that the ravages of war required educational and economic reconstruction, led the Bureau of Public Schools to prescribe the general curriculum for all public high schools.

A significant trend in secondary education in the years immediately following the war was the organization of large numbers of high schools in places other than the provincial capitals and the cities. During the war many of the schools were either severely damaged or completely destroyed. Because of this disruption and the desire to extend the availability of secondary education to more and more of the country's youth, educational authorities permitted the establishment of schools as the demands warranted.

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[2] The general curriculum was first introduced in two types, A and B. In the Type A curriculum, vocational courses were required; in Type B, they were elective. The Type B curriculum served as a transition from the academic to the general.

So rapid was this growth that by 1948 the number of schools exceeded those of the prewar period, and five years later (1955) there were approximately seven times the number in 1910, or 284 public general high schools scattered throughout the country. At present there are 272 general high schools. Table 1 presents statistics depicting growth in the number of schools and in the enrolment for selected years since 1910.

TABLE 1. NUMBER OF GENERAL HIGH SCHOOLS AND ENROLMENT FOR SELECTED YEARS FROM 1910 TO 1959

School year	*Number of Schools*	*Enrolment*
1910-1911 *	38	3,404
1920-1921 *	72	18,813
1930-1931 *	120	79,054
1940-1941 *	111	100,987
1950-1951 †	277	165,456
1955-1956 †	284	176,194
1956-1957 †	283	181,590
1957-1958 †	276	181,576
1958-1959 †	272	186,087

* The figures show the number of schools and enrolment in both the general and vocational high schools.

SOURCE: Annual Reports of the Director of Education, 1904-1911; 1921-1925; 1929-1931.

† The figures show the number of schools and enrolment in the general high schools.

SOURCE: Bureau of Public Schools, *Statistical Bulletin*, 1953-1958.

Paralleling these public schools were the private secondary schools, many of which sprang up in this postwar period to meet the overwhelming demand for education. Most of these schools offered academic curricula, which were the least expensive to operate. Some were little more than "diploma mills" with slight supervision or regulation; others were well equipped and capably staffed. Under the Department of Education, the Bureau of Private Schools was compelled to expand its services, but has not had sufficient staff or authority adequately to control these legally established schools. About all that could be attempted was enforcement of minimum standards, and frequently this was difficult. However, with government recognition, these private institutions, both parochial and proprietary continued to grow, and currently enroll nearly two-thirds of all the youth who are attending secondary schools. Table 2 will show this comparison.

TABLE 2. NUMBER OF PRIVATE HIGH SCHOOLS AND ENROLMENT FOR SELECTED YEARS FROM 1910 TO 1959 *

School Year	*Number of Schools*	*Enrolment*
1910-1911	None	None
1920-1921	72	10,653
1929-1930	Data not available	36,968
1940-1941	354	63,589
1950-1951	1,013	288,159
1955-1956	1,260	361,375
1956-1957	1,282	360,270
1957-1958	1,278	364,324
1958-1959	1,281	393,034

* Data were furnished by the Division of Evaluation Research and Statistics, Bureau of Private Schools.

Attention also should be called to the expansion of the vocational schools during the past 15 years. Partly in an attempt to fill the gap left by the academic high school and partly to meet the basic technological needs of a rapidly developing country, these schools, both technical and agricultural, have made a contribution to the economic life of the nation. Their recent growth in comparison to the general high school is shown in Table 3. This important unit in the educational history of the Philippines is recorded in Chapter IV, Vocational Education.

TABLE 3. PARALLEL GROWTH — GENERAL VS. VOCATIONAL HIGH SCHOOLS FOR SELECTED YEARS

School Year	*General High Schools*		*Vocational High Schools*		
	No. of Schools *	*Enrolment*	*No. of Teachers* †	*No. of Schools* *	*Enrolment*
1945-46	105	101,882	3,507	44	10,805
1946-47	161	138,706	5,074	49	17,082
1950-51	277	165,456	7,398	55	30,318
1955-56	284	176,194	8,897	73	42,748
1957-58	276	181,576	9,013	89	43,089
1958-59	272	186,087	9,207	103	46,195

* Bureau of Public Schools, *Statistical Bulletin*, 1953, 1954, 1955, 1956, 1957, 1958.

† This includes the total number of teachers in both the general high schools and vocational high schools.

The comparative growth in numbers and enrolment during the past 15 years reveals that although the general high schools trebled in numbers versus 2½ times the vocational schools, the enrolment figures show an amazing increase in vocational students — more than four times as against less than twice for the general.

Despite the rapid expansion of enrolment in the general and vocational high schools, both public and private, the great *tragedy lies in the extremely large percentage of high school age* youth who are not in school. Among these are many intelligent youth who for one or another reason did not go on to high school. These abilities are irretrievably lost to the nation.

The shocking fact is that in 1958-59 over four-fifths (82 per cent) of these youth were not in school, as Table 4 indicates. This constitutes a challenge of the first order to the authorities.

TABLE 4. NUMBER AND PER CENT OF SCHOOL AGE POPULATION (SECONDARY) IN SCHOOL AND NOT IN SCHOOL — 1958-1959

Age Group	*Estimated Population* *	*Number in School* †	*Estimated No. Not in School*	*Per Cent Not in School*
13-16	2,192,900	392,768	1,800,132	82.09%

SOURCE: Bureau of Public Schools, *Statistical Bulletin*, 1959 (Draft); Bureau of Private Schools, *Statistical Bulletin*, 1959 (Draft).

* Bureau of Public Schools, *Statistical Bulletin*, 1958. p. 2.

† The number in school includes the enrolment in both public and private schools, but eliminates the overage (17 year old and above) and underage (less than 13 years of age) from the total enrolment figures.

As might be expected, such rapid growth was accompanied by many problems, the most serious of which grew out of the fact that no provision was made for adequate financial support of the public general high schools, although elementary, vocational, and higher education had support from the National Government. Although the Constitution calls for an "adequate and complete" system of education, national funds are allocated only to a portion of the school system.

Despite the repeated recommendation of school authorities for the setting aside of a definite percentage of the provincial fund for high school support, no law to that effect has been enacted, and most high schools receive no financial assistance from their provincial governments. The common reference to the general high school as the "weakest link in the Philippine educational system" stems primarily from the fact that these schools are supported almost entirely from tuition fees, which are grossly inadequate to meet their needs. Since the general curriculum is more expensive than the strictly academic curriculum the staggering problem faced by the general high school is obvious.

OBJECTIVES OF THE SECONDARY SCHOOLS

A recent event of educational significance, promising much in terms of strengthening the country's school system, transpired on June 16, 1954, when Republic Act No. 1124 created the Board of National Education. The Board was organized one year later and has been guided by the mandate of the law to "formulate, implement, and enforce the general educational objectives and policies, coordinate the offerings, activities, and functions known in the country with a view to accomplishing an integrated, nationalistic, and democracy-inspired educational system of the Philippines."

In September 1955, the Board commenced its work on the formulation of educational objectives. To make the objectives truly reflect Filipino ideals and goals, such basic documents as the Constitution (Article XIV, Sec. 5), Report of the National Council of Education, Report of the Joint Congressional

Committee on Education to the Congress, Manuel Quezon's "Code of Ethics," Mabini's "Decalogue," and Bonifacio's "Duties of the Sons of the People" were carefully consulted. This resulted in a statement of *Fundamental Objectives of Education* and the more specific and detailed *Objectives of Secondary Education.*[3]

The Board of National Education on the basis of their stated objectives, turned its attention to the secondary school, and produced the Revised Philippine Educational Program,[4] which provided in the general high school a common offering for all students in years I and II and differentiated offerings during the third and fourth years. This program was based on the recent experience of three high schools and, because of its bifurcated character, was quickly labeled the "2-2 Plan."

The sudden introduction (1957) of this "2-2 Plan" and its national adoption, with comparatively little sharing with the field, created considerable confusion and some difficulties in attempts at its implementation. A four-year grace period was permitted to provide for the gradual adoption at each succeeding grade level, beginning with the first year of high school. The first two years of common learnings were adopted fairly easily. The problems of adequate guidance services for all grades, and provision for a differentiated curriculum in the third and fourth years continue to plague most school administrators, especially in the provincial and rural high schools. A study of the present status reveals most high schools offering the college preparatory program, but with little attempt to provide an adequate practical arts program and even less a vocational program for those electing not to go on to college. The 2-2 Plan was indeed an improvement over the earlier programs and, in theory at least, is prepared to meet the needs of Filipino youth much more completely.

With the foregoing information and background material, the Survey Team embarked upon its study of the general high school. In the course of this work, hundreds of classes in approximately 20 per cent of the country's high schools were visited; scores of conferences were held with teachers, principals, students, supervisors, superintendents, and laymen; past surveys and other pertinent documents were examined; achievement tests were administered; and questionnaires or opinionnaires were addressed to the principals of the general high schools. The findings and recommendations are contained in the following sections. For convenience, they are classified under several headings: Instructional Program, Extraclass Activities, Guidance and Counseling, Buildings and Equipment, Organization, Administration and Supervision, Evaluative Criteria, and Summary and Recommendations.

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[3] Board of National Education, *General Educational Policies:* A Report of the Board of National Education, Manila: Phoenix Press, Inc. 1958. pp. 14, 18, 19, 20.

[4] *Ibid.*, p. 22.

The Instructional Program

The basic purpose of an educational institution is to instruct, and thus the instructional program of the general high school received primary attention in this survey. The Survey Team observed many conditions which were impressive and commendable. Foremost among these was the spirit of dedication, enthusiasm, and professional zeal which is characteristic of the Filipino teachers. Typically, the teachers in the general high school demonstrated intense interest in their work. Lesson plans were universally in evidence, and these plans, though providing desirable flexibility, were followed faithfully. Objectives were specifically stated in writing, and activities designed to assist students in achieving these objectives, and to evaluate their progress in attaining them, were provided.

Ingenuity in providing for learning experiences was observed in many schools. One of the most interesting examples was furnished by a biology teacher, under whose direction a beautiful garden project added greatly to the aesthetic appearance of the school while also serving as an excellent outdoor laboratory for the students. In another school, an automotive shop had been equipped at very little cost, largely from junkyards and from materials dredged from the sea. Inexpensive mimeographed materials served in lieu of scarce textbooks in several classes observed by the Survey Team. Countless examples of instructional materials constructed by students and teachers were noted. It was heartening indeed to observe the ingenious high school teacher on the job.

Equally noteworthy was the attitude of the students toward their studies. The overall picture was one of seriousness of purpose and of undivided attention to the work at hand. The Filipino people have conclusively demonstrated an intense desire for education, and nowhere is this more in evidence than in the classes of the general high school. Problems of discipline and classroom control were reported but never observed. Good manners and courtesy were accorded to the members of the Survey Team wherever they went and also invariably extended to fellow students, teachers, and others. The school, assisted by the family, has achieved this aspect of the character education objective to an impressive degree.

TEACHERS

The heart of any educational institution is its faculty. The teachers in the general high schools are no exception. The educational training of these teachers appeared to be quite satisfactory. The required four-year bachelor's degree appears to provide adequate training in liberal arts, the subject fields, and professional education. The College of Education at the University of the Philippines is to be commended for raising its standards and encouraging a fifth year of preparation. Another commendable practice in the pre-service program at the University is the off-campus student teaching. This, along with their sequential observation and on-campus practice teaching, makes the program exceptionally strong. This training should be extended to all of the UP student teachers and to others where possible.

An area of concern is the large class size. Class size greatly affects the quality and type of teaching and is a discouraging factor compelling a wide use of the lecture-recitation method. In addition, the poor physical facilities, lack of textbooks, insufficient teaching aids numerous non-teaching duties, many voluntary contributions and frequently delayed salary payments, have a profound effect upon the morale and *esprit de corps* of the faculty.

Furthermore once in the service there is little inducement for further study when salaries remain so low. The median salaries, except for Manila, approximate ₱2,000 per annum, a very small salary in light of the training it requires and responsibilities it demands.

The Survey Team again pays its profound respects to the dedicated high school teachers who are serving the youth and their country under very difficult circumstances.

THE CURRICULUM OF THE GENERAL SECONDARY SCHOOL

The curricular offerings of the general secondary school have been undergoing changes during recent years. Despite the Monroe Educational Survey's criticism of the curriculum of the general secondary schools in 1925, the pattern remained as it was before, a narrow academic program. This early survey recommended the establishment of high schools in rural areas in order to serve the needs and interests of students who remain there and to diminish the number of those who flock to the cities, but these did not develop until after liberation. It recommended for the urban areas modification of the high school academic curriculum in order to have it serve more adequately as a preparatory school, the requirement for admission being "ability and intellectual drive." It also recommended mastery of language and the regular academic subjects, with personal development in the line of "health, citizenship, and recreation."

As was indicated earlier, in 1932 the Bureau of Education established a general curriculum in two experimental high schools. Subsequently, several high schools adopted this new experimental curriculum, and by the outbreak of the last war, many provincial high schools were operating with the general curriculum. After the war, this curriculum was required of all government high schools.

In 1948 the Joint Congressional Committee on Education criticized the secondary school for not "fulfilling its functions of preparing the youth for vocational competence as prescribed by the Constitution." The general curriculum offered at the time showed that the education the students got in the general curriculum still was academically limited and not well rounded. The Committee also recommended different types of schools in different areas. The UNESCO Mission of 1950, however, did not indict the general secondary schools. It even stated that the general curriculum afforded adequate preparation for those who could go to the university, maintaining that the varied courses in industrial and agricultural arts were useful to the students taking them.

In 1957, the Department of Education announced the adoption of the 2-2 Plan curriculum beginning the next school year. As indicated earlier, the 2-2 Plan curriculum differed from the earlier curriculum in that all the students now took a common general education program in the first and second years. The courses offered in these two years are considered basic in producing effective citizenship in a democratic country while the last two years offered the choice of vocational courses.

The full implementation of this curriculum has been delayed due to (1) its rapid imposition on the schools without full consultation with the leaders in the field; (2) the questioning by a substantial percentage of leaders of its merits; (3) the lack of training in the major fields of curriculum and guidance on the part of many of the administrators; (4) the comparative inexperience and lack of training of the counselors; (5) the limited accommodations and facilities for the recommended subjects; (6) the high cost of equipment; and (7) the continued high "prestige" value of the college preparatory course in the eyes of parents and pupils. These are some of the factors which militate against the rapid and successful establishment of the revised program.

SUBJECTS OFFERED IN THE GENERAL HIGH SCHOOL

The Survey Team noted the following as areas in which substantial strides have been made in the modernization of the general high school curriculum: Mathematics, Social Science, Pilipino, Home Economics, Health, Physical Education, and Character Education. These subjects will be discussed briefly. However, certain other subject areas surveyed gave evidence of some progress but most of these still need considerable attention and substantial improvement to measure up to minimum standards. These subjects of major concern will be further discussed in the following pages: Science, English, Agriculture, Spanish, and the esthetic area (Art, Music, and Drama) and Practical Arts.

Mathematics. The earlier curriculum of the general secondary school required General Mathematics in the second year and Advanced Arithmetic in the Third Year, while Plane Geometry and Advanced Algebra were optional. As these two subjects in Mathematics were deemed insufficient to prepare high school students for life much less for college, the 2-2 Plan increased the unit requirements in Mathematics. In this Plan, Arithmetic is offered in the First Year, General Mathematics in the Second Year, and Advanced Algebra and Advanced Arithmetic and Plane Geometry in the Third Year.

The writing of textbooks in Mathematics adapted to local conditions is to be commended. In order to be of practical use and interest to students, figuring in Arithmetic and Mathematics will prove much easier and more interesting if the subject-matter examples are of local origin.

The Survey Team recommends that Mathematics be taught functionally to be of real value to the students.

Attention of the instructors is called to the practical emphasis, particularly in the first two years as a basic for understanding and enjoying the subsequent years.

Social Studies. In the 2-2 Plan, four units of social sciences are required for graduation in the college preparatory and the vocational curricula. Philippine Community Life is offered in the First Year, Philippine History and Government in the Second Year, Philippine Problems in the Third Year and World History in the Fourth Year in both curricula. The arrangement of subjects follows the principle of proceeding from the immediate environment of the students to the outside world. United States History and Oriental History, which were offered in the general curriculum before the adoption of the 2-2 Plan, have been dropped to give way to Philippine Community Life, and to Philippine Problems. Oriental History and United States History are supposed to be covered very briefly in the course of World History. This Filipinization of subject matter in the social sciences is commended. It gives the students a fuller grasp of existing conditions and problems in the Philippines.

This subject area affords increased opportunity for citizenship development. It provides situations in which ideas, problems, discussions, and solutions all can be considered. Too often these courses, as observed by the Survey Team, are sterile, largely textbook dominated, with only monosyllabilic responses from "students" who have memorized the "answers" in the text.

The Survey Team recommends that the applied aspects of these important years of social studies give full attention to the local school, the community and the national needs and problems of the Philippines. There is ample opportunity in this schedule to awaken, inform, and challenge the high school student in terms of his social responsibility and potential leadership.

These social studies should become the center of home room activity, continually encouraging maximum student participation and affording growing guidance opportunities.

Student participation in school government should be centered in these social studies classes. "Grass-roots" democracy in the high school demands full participation of *all* the students. These classes, properly concerned with civic matters, offer an opportunity which as yet is not being realized in most schools.

Pilipino. Pilipino is a mandated subject in the General secondary schools. It is given one period of 40 minutes in each of the academic years. The 2-2 Plan requires 4 units of Pilipino in the preparatory and 3 units in the vocational track. Pilipino appears to be used with a different degree of facility and acceptance in different areas of the Nation. In some areas of the country the facility for this language may be such that its use as the language of instruction in the social studies might make it unnecessary to require separate courses in the later years. An examination might determine the students who are thus facile in the National language. Certainly, as the National language develops, its use and instruction should change throughout the program of studies.

Agriculture, Industrial Arts, and Home Economics. The 2-2 Plan curriculum requires four units of work experience for boys and home economics for girls in the common first year and twelve units if the vocational program is chosen for years III and IV. The vocational courses to be offered in third year and fourth year are supposed to be vocational courses with the same objectives as similar courses in the vocational schools. The purpose of the vocational program is to prepare high school students to earn a living in the vocations of their choice following graduation from the high school. The Team agrees with this philosophy of secondary education.

The Survey Team is impressed by the attempts to develop an adequate Home Economics program. The new buildings, the equipment, the curriculum, and the quality of teachers — all give vitality to the program and hold greater promise for the future.

The Home Economics courses for girls should be given greater emphasis, with more use of the H. E. cottages. Home industry skills should be stressed.

(The vocational courses are discussed further in Chapter IV.)

Health and Physical Education and Preparatory Military Training. Instruction in health is given formally in the general high schools. Physical education is offered in all years and to a large extent this includes competitive athletics. It is suggested that physical education activities be made more general so that the masses of students may benefit from them. This present limitation of organized physical education to athletic events will not enable the schools to reach all students who need to benefit from this offering. Preparatory military training is given in the third and fourth years two times a week. Most activities observed were military drills on the school campus. Emphasis should be shifted from drilling and marching to the development of attitude and military skills.

The Survey Team recommends that:

1) More attention be paid to the developmental and recreational aspects of physical education.

2) More improvement of play areas for general activities. With all the "manpower" available there appears to be little excuse for the neglect and poor condition of most athletic areas. In the larger schools considerable amounts have frequently been "contributed" by the local teachers' association to provide bleachers and grandstands for spectators' infrequent use. If only a fraction of this amount had been spent on the play area and for athletic equipment, youth would have sufficient facilities for an adequate physical education and wholesome recreational activities for all.

Character Education and Right Conduct. Character education and right conduct are given one day a week in connection with English. The emphasis on character education, good manners, and right conduct has contributed to a well-behaved school population in general. No serious school problem had been observed. Character training in the schools should retain its important position in the curricular offerings of the general high schools. However, character basically is "caught" not "taught." The moral climate of the school, the home, the neighborhood, and the community all are major contributing factors to character building.

The Survey Team recommends that:

1) Character training and citizenship be included in all aspects of the school program and not restricted to only a certain class period. Youth is idealistic and can be appealed to in many ways. The school offers many opportunities to develop self-discipline, character, integrity and right conduct. The alert administrator and the conscientious teacher will make full use of these.

2) The Home Room give considerable attention to this phase of the program.

Science. Science deserves more than passing attention in this age of greater scientific developments. The Survey Team examined the science offerings in the general high schools. It concluded from observation and interviews with high school principals and teachers that the field of science has recently been given impetus by school administration and the government but that the contents needed updating with more local adaptation. Furthermore, laboratory (both classroom and community) work was definitely lacking.

A workshop in the teaching of general science was conducted in the University of the Philippines in the summer of 1958 for General Science teachers in the public schools. During the summer of 1959 a three-month course was offered in the University of the Philippines to selected Physics teachers for the purpose of upgrading and updating knowledge of teachers in science and science teaching. Additional training of physics teachers is in progress. This emphasis is a welcomed trend and is to be highly commended. But it still is reaching only a minor fraction of the teachers of science.

Another project that deserves commendation is the Science Talent Search which is being sponsored every year by the Science Foundation of the Philippines. This project had to do with the discovery of elementary and secondary school graduates who merit scholarships in science because of their ability and intelligence.

General science for the younger students, as observed frequently, appeared to follow the traditional biological science pattern where there is a detailed study and analysis of the flora and fauna as described in the textbook, with little application to the life of the student. The opportunities are present for this area to deal with some of the most essential needs of the individual and his community, but in most cases they were ignored. The adolescent and his personal and social needs, the health and general welfare of the community, the natural resources of the nation — all are proper concerns of general science. By thus vitalizing this subject it will have greater value to both student and community.

In the physical sciences, physics predominates. Chemistry requires extensive laboratory equipment and materials, much of which is too expensive or impossible for the school to procure. The physics classes observed were taught largely out of the textbook, again, mainly because of the lack of laboratory facilities. In some cases, considerable ingenuity was evidenced on the part of the teacher, as will be commented on in the succeeding section. But here, too, much theory and little local application seemed to be the major content of the course.

A survey of laboratory equipment in the science laboratories reveals the woeful inadequacy of the science laboratory, largely because of inadequate financing. In the postwar period the science laboratories and the high school have not yet been sufficiently rehabilitated. Because of limited equipment and large science classes, individual laboratory work is rarely possible and even demonstration experiments by the teachers are infrequent. This severely limits the possibility of satisfactorily learning a science.

A step in the right direction to improve science instruction and to develop science consciousness was the plan of the Bureau of Public Schools to hold the first national science competition in connection with the annual science fair which was held from February 22 to 29, 1960. A collection of exhibits showing biological, chemical engineering, mathematical, and physical development was on display. The Bureau of Public Schools should be commended for its encouragement of science interest and activity through its science fairs. This emphasis is expected to develop among the Filipinos the idea that the progress of their country in this space age will depend largely upon scientific methods in the development and promotion of industries. However, if the first indications of low scores in physics (the physical science usually offered) in the results of the high school tests given to all graduating seniors this spring are born out, they would substantiate the impression the Survey Team gained regarding the ineffectiveness of the offering as it is now taught.

The outdoors often offer the best opportunity for science learning. Much of the teaching observed was being carried on only in the classroom. Students have to be taken out to observe their environment, study the workings of the laws of nature, draw conclusions from actual life, and apply the knowledge thus gained to actual life situations. A teacher's ingenuity may develop a variety of activities from which science students might profit. In Biology; preserving speciments, tending a garden, keeping aquaria and terraria, mounting insects, taxidermy, visits to factories and other industries, as well as community health needs. In Physics; construction of apparatuses that can be made locally like inclined plane, pulleys, pile driver, equilibrium toys of gravity, simple electrical appliances, lever, simple cameras, etc. In Chemistry; manufacturing soap, extracting essences, and other simple projects in industrial chemistry.

Students frequently complain of the difficulty they encounter in the study of the sciences. These difficulties could be greatly resolved if teaching is vitalized, as suggested above. The Survey Team believes that less emphasis on the technical and abstract, and greater emphasis on the phenomenal aspect of the sciences will make the study of science more interesting and the teaching more effective.

The Survey Team recommends that:

1) More laboratory equipment, even of the simplest type, be secured. Some of this can be made at the school, or procured from interested sources within the community.

2) The various scientific resources in the community be utilized, including inviting in persons who have some scientific background, such as people in medicine, health, sanitation, agriculture, etc.

3) Encouragement be given to cleanliness and neatness in the maintenance of the laboratory and classroom.

4) General science be given a personal and community emphasis, with attention to health, community welfare, etc.

5) The science offering for the vocationally bound student in the two upper years be related more directly to his vocational goals.

6) Full advantage be taken in the program of upgrading of physics teachers at the University of the Philippines.

7) Encourage similar improvements in chemistry and general sciences.

8) Identify the students who are gifted in science and provide additional opportunities for them. These may be given special attention by the science teachers at the school, additional reading and project assignments or probably transfers to schools where better facilities or instruction is available.

English. Because English is the language of instruction in the general high schools, every possible way should be explored to improve the command of the language by the students. Getting the substance from what is written is of paramount importance because a student who cannot comprehend what he reads cannot grow educationally. Consequently his school achievement will be low. English is the tool for the acquisition of knowledge in the Philippine schools.

There is widespread criticism of the products of the public schools to the effect that they are inferior to those before the war. The suspicion that school achievement has deteriorated seemed confirmed in the results of the survey tests discussed elsewhere in this report. A study made in 1950 in the high schools of Manila revealed that the greatest number of failures was in English (30.36%). The main cause of this percentage of failures was the students' difficulty in understanding what they read. Deterioration of the teaching of English as shown by this and other survey tests may in all probability be one of the strongest factors affecting achievements of students in their school subjects. There is every reason at the present time to strengthen the teaching of English in the general high school.

The multiplicity of languages used in the general high schools is a situation working against maximum possible development in any one of the languages. In prewar years, as gathered in informal conversations with school men and laymen, students were required to speak English on the school premises. This school regulation undoubtedly created a favorable climate for the improvement of the students' abilities in the use of functional English. Improvement in the use of the language of instruction naturally results in greater and faster acquisition of the substance of instruction. While the Survey Team does not advocate this as a pattern of high school administration, it can see the good done in strengthening the students' command of the language of instruction.

The Survey Team recommends that Suggestions 1, 3, 4, 5, 6, 7, 8, 9, 10 in the chapter on Elementary Education (pages 73 and 74) be used to strengthen the position of English in the general secondary schools.

Spanish. Another area of special interest to the Survey Team was Spanish. The legislation relative to Spanish is as follows: "The teaching of Spanish language is hereby included as one of the possible subjects in all the high schools, either public or private, of the Philippines. The Secretary of Education shall take the necessary steps to comply with this provision as soon as possible" (Republic Act No. 343, approved February 26, 1949) and "Teaching of Spanish should be compulsory in colleges and universities, public and private." (Republic Act No. 709, approved June 5, 1952). In view of the fact that one of the most common criticisms of the high school is the overcrowded nature of the curriculum, this legislation and its implications and effects merit careful consideration.

In the first place the use of the word "possible" in the legislation is subject to several interpretations. Does the school have the choice of either offering Spanish or not offering it? Do the students in a school offering Spanish have the choice of taking Spanish or not, or must all students in such schools enroll?

On June 3, 1949 the Director of Public Schools made the following recommendations to the Secretary of Education:[6]

> Spanish shall be offered in the Fourth Year in 1949-50 and in the Third Year and Fourth Year in 1950-51. If provincial authorities cannot provide the salaries of teachers, cannot secure teachers who know the lan-

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[6] Copy in files of Survey Team.

guage, or for any valid reason cannot carry out this plan beginning this next school year, the introduction of the subject may be delayed by one year, or for a longer period if approved by the Director of the Public schools.

The letter goes on to state three possible interpretations of the law:

1. The provincial or local governments financing secondary schools are to be required to provide the necessary sections or classes to accommodate the pupils who apply for Spanish under the provisions of Act 2735;
2. Those schools which are in a position to offer classes in Spanish may do so, but after the classes have been organized the students may take the course as an elective or as an additional subject if they care to;
3. Those schools which are in a position to offer Spanish may do so, but after the classes have been organized all the students of the designated year will be required to take the subject.

The letter concluded with the statement that "This office believes that the second interpretation is in the best interest of all." Thus each high school has the option to select that one of the three alternatives which seems most appropriate in terms of local conditions, and examples of all three are found among the general high schools of the country.

The problem of Spanish in the high school is further complicated by the college and university requirement of 24 units in Spanish as a prerequisite to graduation from the higher institution. Because of this provision, large numbers of students enroll, or desire to enroll, in Spanish classes in the high school. Their purpose is to learn enough about the language that they may later enroll in beginning Spanish classes in college and perhaps earn higher grades than other "beginners" with little or no previous exposure to the language. The failure rate of college students being high, the motives of such students are understandable. However, the requirement of Spanish for all students at any level, secondary or collegiate, is highly questionable, and the waste entailed in repetition of content at the two different levels is especially unfortunate in a curriculum already admittedly over-crowded. The imposition of this one language has jeopardized or eliminated other foreign languages in many high schools.

The Survey Team makes three recommendations:

1) Spanish should be placed in the same category as other foreign languages, as an elective.

2) The language should be taught functionally with primary concern for conversational skills and ability, followed by reading abilities.

3) The law which compels college students to take 24 units of Spanish should be repealed, thus reducing the pressure on the high school students, and allowing more freedom in the programs of the college students.

Aesthetics. An area which requires comment is the field of the aesthetics, especially music, art, and drama. In a nation possessing so much interest and talent in the aesthetics, the barrenness of the general high school curricula in these areas is both surprising and disappointing. Very few schools offer any music classes at all. Some schools have little or no music within the program of extraclass activities. The neglect of folk music, dance, art, and drama is a tragic loss to the cultural heritage of the Philippines.

Youth responds to beauty and art, but today much of it is synthetic, artificial, and foreign. Rock-n-roll, records, radio and TV, the movies — all are making a terrific impact upon impressionable youth. Most of the schools observed are doing little or nothing to counteract the vulgarization found in much of the mass media. Some were making a heroic effort for a few students in dramas and music, but little evidence was found in the fields of art and dance.

The Survey Team recommends the following:

1) Music of all types should be encouraged in the schools. Much of this can be vocal, with little expense. There can be classes, informal groups and assemblies where this activity can be carried on without sacrificing other subjects and activities.

2) The aesthetic arts should be used to supplement and enrich much of the curriculum — English, Pilipino, Social Studies, languages, etc.

Practical Arts. Practical arts is an area requiring particular attention and study especially as it relates to the shop offerings. It is important to emphasize in this connection that the concept of the "general" high school is one which emphasizes education for citizenship as contrasted to education for a specific vocation. The primary purpose of the general high school is to extend general education upward from the primary and intermediate school.

It should provide two types of offerings: (1) Those common knowledges and understandings deemed necessary for all citizens of a democracy. Such offerings are translated for curriculum purposes into courses required of all students in the school. (2) A variety of additional courses and activities, optional or elective in nature, in which students are enrolled on the basis of the individual needs, interests, and abilities which make each human being a unique person.

Among the guiding principles proposed in the Revised Philippine Education Program appear the following statements:[7] "...There should be... differentiated curricula... leading to either a college or a technical vocational course. . . . The curriculum of each school should provide vocational courses which are geared to the occupations, resources, and industries of the community or region where the school is located."

It is clear from the above that in addition to its major function of extending upward from the elementary level the general education required for democratic citizenship, the secondary school is expected to concern itself with matters pertaining to earning a living. But the significance of the above stated principles needs to be clearly comprehended. The role of the high school in offering pre-vocational experiences as a basis for future vocational work is clearly set forth. So, too, is the high school's responsibility to stress vocational offerings related to the area served by the school. Many of the problems faced by the general high schools would appear to be a less formidable, and the implementation of the 2-2 Plan curriculum far more successful, were the above principles more closely followed.

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[7] *The Revised Philippine Education Program* (Manila; 1958. pp. 10 ff).

The Survey Team found, instead, that the general high school frequently is either making inadequate attempts to include an expensive, machine-centered vocational program, usually based upon industries for which no local outlet is available for its graduates, or is neglecting the vocational phase of the 2-2 Plan on grounds of financial inability. Coordination between general high schools and trade schools is almost entirely lacking, even in communities in which the two types of schools are across the street from one another. It is easy to understand why so many graduates of general high schools fail to secure employment upon completion of their school programs. This is a challenge to secondary education to a clearcut delineation between practical arts and vocational education and of making the wisest possible provision for both of them.

The Survey Team recommends that:

1) More consideration be given to practical arts of a general nature, providing both for skills important to the citizen in general and for skills important as basic preparation for more specialized training later on in trade school. There would be industrial arts work in bamboo crafts, abaca, rattan, and such other activities as might be important locally or in the immediate vicinity. Most of this work would involve relatively inexpensive hand-tools.

2) In cases in which a trade school was easily accessible to a general high school (and there are many which are), coordination between the two types of schools should be effected to avoid the wasteful duplication of time, energy, and equipment which is readily apparent at the present time (see Chapter IV for more extensive suggestions).

3) The agricultural and industrial arts programs should be recognized as pre-vocational with a better organization of the program of studies and standards maintained for teachers, equipment, supplies and projects in order to have more uniform achievement in the students.

Agriculture. This area appeared to the Survey Team as being in great need of immediate attention and improvement in the general high school. According to a survey made in 1956,[8] there are more than two million farms in the Philippines, and approximately one-fourth of the total population is employed in some kind of agricultural work. One and one-quarter million of the farms raise chickens, and even more hogs. The median income of workers engaged in agriculture is less than seven pesos per week, the lowest by far for all major industry groups.

Because of the above facts the Survey Team expected to find that a large number of high schools had placed a major emphasis upon instruction in the field of agriculture, and that at least a few schools had developed outstanding programs in this field — so outstanding perhaps that the income from such projects might well have contributed considerably to the school's total income and thus to the school's support.

However, these expectations were not realized. In fact, in the Survey Team's judgment, the status of agriculture in the general high school is below that of every other area of instruction. Poultry and swine projects that could in any sense be considered as making any positive contribution to the needs of the community served were practically nonexistent. On the contrary, in most high schools one look at the pitifully inadequate, poorly operated "projects" would be enough to discourage even the most enthusiastic students from considering enrolling in the program. Nor was the situation in agronomy and other phases of the total program in much better condition. Clearly, instruction in agriculture is in dire need of upgrading. Furthermore, there was little evidence of cooperative assistance from major agricultural agencies, such as agricultural extension to say nothing of nearby agricultural schools, public or private. The only exception observed were in the Experimental Demonstrational Secondary Schools, such as that at Morong, Rizal.

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[8] United States of America Operations Mission to the Philippines, (Manila; 1959, pp. 138 ff.).

The Survey Team recommends:

1) Better use and care of the land facilities
2) Use of resources on nearby farms
3) Utilization of the Agricultural Extension Services available.
4) Establishment of more 4-H Clubs.

In conclusion, the present status of vocational work is discouraging. What has been observed in many of the general high schools using the 2-2 Plan is a long way from what these schools are expected to accomplish. In many schools, the shops, equipment, and tools are inadequate. The primary reason for this is lack of funds to finance vocational courses. However, there also appears to be a lack of serious interest in this phase of the 2-2 Plan on the part of the leaders.

The students will not be attracted to the vocational courses unless these courses are adequately equipped. There is no use offering vocational courses which will fall short of minimum essential standards.

THE EXCEPTIONAL STUDENT

From observation and in the opinion of the principals, increased attention is being given to the exceptional student. More should be given.

In the case of the gifted students, some of these are being sought out and encouraged to undertake work commensurate with their abilities. Some students are serving as resource persons for lower classes, while others undertake speaking engagements as representatives of the schools. Scholarships, both in the high schools and colleges, are becoming more available to the superior student.

The handicapped student, likewise, is being assisted. In some schools differentiated assignments are given, and teachers give extra help with school work, usually during non-teaching periods. Occasionally a remedial reading program was found, although this is not common. Preferential seating was employed in many schools for those students with auditory or visual handicaps.

The Survey Team recommends that:

1) Every effort be made to discover talented and gifted students as early as possible in their school life.

2) These gifted students be encouraged to remain in school, making full use of the resources both in and out, to challenge their capacities to the maximum.

3) Scholarships to first class collegiate institutions be sought to enable these students to go on with their formal education.

4) Contacts be made with the Foundation for Gifted Children to enlist their support.

5) Handicapped youth be counselled and assisted in every way to overcome their limitations.

6) Special classes be established to meet the needs of the mentally and physically handicapped.

FINANCING INSTRUCTION

Despite numerous examples of outstanding instructional practices observed, the Survey Team found the curriculum to be operating under many handicaps. Most of these are related in some way to the critical financial plight which besets the general high school today. In response to an inquiry relating to their most crucial problems, the principals, with scarcely an exception, listed finance as by all odds the most pressing and basic one. The Survey Team is in complete agreement with this conviction. If immediate assistance is not provided in increasing and stabilizing the financial support of the general high school, there is imminent danger that this institution will continue to decline and will ultimately perish, thus making impossible of achievement the Constitution's ideal of a "complete and adequate" system of education. Recommendations for providing the necessary aid will be found in another section of this report. The problem is mentioned here to provide a basis for understanding the instructional shortcomings discussed in the following paragraphs.

Nowhere is the lack of adequate financing more evident than in the matter of instructional materials. Nearly every principal listed this shortcoming as the most serious limitation upon the effectiveness of his school's instructional program. The Survey Team found very few instances indeed where the quantity and quality of curricular aids even approached minimum adequacy.

METHODS OF INSTRUCTION

The "lecture" method of instruction predominates in the public high schools. In general, the teachers dispense factual information and knowledge which the students are expected to master, often by rote. This method has been accentuated due to the dearth of textbooks and other instructional materials. In many schools, verbatim responses by entire classes in unison were observed. In "short-answer" type quizzes, widely used in the schools, the exact words of the text were frequently required for a "correct" answer.

Attempts of the teachers to make students talk more freely and more thoroughly on the subject matter have been observed. Teachers in many instances, however, failed to draw from the students the desired exposition. Most of the responses made were of the one-word or one-sentence type. Again the students' inability to use English is brought sharply into focus. Discussions, recitations, and informal conversations succeed only if the students have adequate command of the language of instruction. These methods should not be abandoned in spite of their apparent ineffectiveness. They give the right setting for the improvement of the students' ability to communicate and provide an aid in the development of leadership.

Certain factors beyond the control of individual classroom teachers tend to encourage these questionable techniques which were observed and criticized as long ago as the time of the Monroe Survey in 1925. One of these conditions is class size, which frequently goes as high as fifty and even sixty students. Teachers are able to reduce their burden of paper work considerably in these large groups by resorting to so-called objective tests which are often corrected in class by the students after an exchange of papers.

Another condition which tends to encourage the lecture method is the short length of class periods. The typical school day consists of eleven or twelve forty-minute periods. Double periods are employed for certain subjects, generally of a laboratory or activity nature, but the academic classes generally are single periods. Such short periods make it difficult at times for the teacher to provide for supervised study in the classroom, to make adequate provision for individualized instruction, and to plan a rich variety of instructional activities. What little supervised study is carried on generally takes place in study halls, in which a student receives help only if his teachers are free that period.

The Survey Team recommends that:

1) Every effort be made to encourage students to use full sentences in their class responses. This is particularly true in languages, but should apply to all subjects.

2) Chairs be arranged in a circle or semi-circles to facilitate maximum student participation. The formal arrangement of chairs or benches make for formal recitation.

3) Simple audio-visual aids be used to enrich and stimulate class activity.

4) There be more student leadership in class activities, and more class discussion.

5) Every effort be made to secure local, provincial and national financial support for the general high schools.

6) The recommendations elsewhere in this report on school finance be studied and implemented insofar as possible.

7) The exploitation of students, teachers and Parent-Teacher's Associations be discouraged.

8) The contributions to the school by donors be used for the primary necessities, such as laboratories, books, and teaching aids rather than elaborate fences, grandstands, and statues.

TEXTBOOKS AND REFERENCE MATERIALS

The status of the general high school with respect to textbooks is a sorry one indeed. A survey of a majority of the high schools reveals a range of from one textbook for every ten students in the school to eight textbooks per student, with a median of three books per student. Actually, the Survey Team found several "academic" courses which had no basic texts. Typically, then, the student in the general high school has three textbooks for a school program consisting of seven, eight, or nine different subjects. The limitations which this condition places upon the effectiveness of the instruction are staggering in magnitude and should require immediate and concentrated attention.

As a supplement to basic textbooks, the effective secondary school requires an appropriate library of related books, pamphlets, periodicals, and other written materials. The library is a resource center for the entire educational program and is an agency which has a function in helping students learn to use materials and facilities effectively. The library should provide materials for reference use, for use in connection with class work, and for personal enjoyment and satisfaction without relation to assignments. Attention should be given to the reading interests and needs of youth.

TABLE 5. NUMBER OF TEXTBOOKS PER STUDENT IN 154 GENERAL HIGH SCHOOLS

Number of Textbooks per Student	*Number of Schools*
Less than 1	15
1	27
2	15
3	37
4	28
5	19
6	9
More than 6	4

Besides reading materials, the school should have available, organized within the library or separately, audio-visual materials for use in the educational program. These extensive library resources require qualified professional personnel and efficient clerical assistance for their proper administration. Major duties of the library staff include participating with teachers and administrators in planning and conducting the educational program, guiding and stimulating students and teachers in the selection and use of the library materials, and providing efficient and cooperative administration of the facilities and materials.

In no single respect were the ravages of war more destructive of educational programs than with regard to books. Not only were countless thousands of volumes destroyed along with the buildings in which they were housed, but also, because they contained material of which the Japanese disapproved, countless additional thousands were removed from unharmed buildings and burned. Very few schools have even begun to approach their prewar holdings, and nearly all of the schools established during the postwar years likewise have libraries which are grossly inadequate for meeting the needs of their students. The survey of books indicated a range of from 1 to 36 library books per student, with a median of 3.

TABLE 6. NUMBER OF LIBRARY BOOKS PER STUDENT IN 161 GENERAL HIGH SCHOOLS

Number of library books per student	*Number of Schools*
Less than 1	23
1	15
2	32
3	21
4	21
5	18
6	6
7	4
8	8
More than 8	13

The figures relative to quantity, however, do not tell the whole story. The situation would be grave enough if the meager collections were at all adequate from the standpoint of quality and balance. But such is far from the case. In fact, the libraries in the general high schools typically contain anything and everything that these schools have been able to acquire through donation or other free or inexpensive means. In many cases the content is either obsolete or inappropriate for students of high school age, and often the total figure includes multiple copies of the same volume far in excess of the school's needs.

To limit further the functioning of the library, at least a quarter of those designated as librarians have had no training whatsoever for their work. As a final deterrent to successful operation, circulation of books is minimized in many schools through various means resorted to in order to prevent or reduce losses. These policies grow out of the prevalent practice of holding librarians personally responsible for such losses. Faced with such a prospect, it is understandable that the "closed shelf" system is characteristic of more than half of the schools and in many institutions observed the collection is kept under lock and key.

Nor is the situation with respect to other instructional materials much better. Laboratory and shop equipment is scarce and generally of poor quality. Very little laboratory work was observed in science classes. In many shops and other activity type classes, students were often seated in formal groups listening to the instructor. Tools, microscopes, and other basic equipment, when they existed at all, were often locked up, sometimes at considerable distance from the students and instructor. The consequences of loss by theft or other means were deemed too great to risk.

The Survey Team recommends that:

1) The high school libraries be made more available to the students.

2) Class libraries on a loan basis under the supervision of the classroom teacher be considered.

3) Donors be secured who can contribute either money or books to the library.

4) Texts be secured through the ICA-NEC-BPS project for printing elementary and secondary school books.

Secondary Education Improvement Project

A significant undertaking which contains promise of ways in which the 2-2 Plan can better be implemented is the Secondary Education Improvement Project. Under the sponsorship of the International Cooperation Administration and the National Economic Council, the Secondary Education Improvement Project has been under way since 1956. The United States support to the project is due to end this year. The project involves six general secondary schools, called "pilot demonstration schools." These are Cebu South Provincial High School, Dingras High School, Morong High School, Antique High School, Nueva Ecija South High School, and Bukidnon High School.

In addition to these strategically located schools, sixteen other centers, called "associated demonstrational schools" were selected.

These projects were implemented in the following manner:

1) The U.S. Government under agreements with the National Economic Council and the Bureau of Public Schools provided some funds for technical assistance in secondary education. This arrangement provided a United States technician and a counterpart from the Bureau of Public Schools.

2) Limited demonstrations, reflecting sound educational philosophies, are developed illustrating improved teaching-learning situations. These also include school organization and supervisory processes.

3) Efforts are made to develop student projects which have economic as well as social implications for the students.

4) Efforts are made toward the holding of local workshops, seminars and study meetings centered around solving

common problems. A national conference is held for key personnel in the project to update their approaches and to establish next directional projects.

5) Opportunities are provided for personnel from the project to go to the United States for special study in areas which have been defined as being of greatest need.

6) Efforts are made to establish a proper rapport in relationships with local and provincial officials in efforts to give financial support to the project.

PROGRESS TO DATE

At this point in the project, much has been accomplished with the following specific achievements being cited:

1) Commodities of all types pertaining to educational programs, with emphasis on vocational education equipment, have been provided to these demonstrational schools.

2) Books, including professional, student reference, and fiction, have been provided in some quantity to the schools. This is especially true in the six demonstrational schools.

3) Eleven persons from secondary schools have been sent to the United States for specialized training in the fields of administration, supervision, curriculum organization, guidance and counseling, teaching of science, English and mathematics at the high school level.

4) Lay advisory committees have been named in each of these school centers for the purpose of assisting local school personnel in developing better school programs. This procedure has great implication for decentralization of secondary education in the Philippines.

5) Local and provincial financial support has been forthcoming to the six demonstrational schools. This seems to indicate more concern for secondary education at the local level.

6) Through peso counterpart funds, many school structures at the participating schools have been renovated and, in some cases, new structures built.

7) Much concern has been shown in upgrading the vocational courses as a result of the experiment.

8) Closer school-community relations have been established by the project activities.

9) The project is providing an opportunity for local staffs to participate more freely in professional discussions in problem solving techniques.

The Survey Team was greatly impressed by this project and the results found in several of the schools visited. *The Survey Team recommends that:*

1) Some effort be made to continue the project.

2) The significant results of various improvements be communicated to other high schools to achieve a multiplying effect.

3) The Superintendent's conference (PASS) and the high school principals (APSSA) conference make this project a major study.

Pupil Achievement

The Survey Team found an insufficient amount of test data on students at all levels. This was a serious handicap in making comparisons or in determining present abilities. However, two batteries of achievement tests were administered to second year students of selected general high schools. These were the Stanford Achievement Tests in paragraph meaning, sentence meaning, word meaning, arithmetic computation, arithmetic reasoning, and current usage; and the Metropolitan Tests, which included arithmetical computation and reasoning and reading.

The Stanford Achievement Tests were used by the Monroe Survey in 1925 in the elementary and high schools. The Survey Team used them in order to see how the students of today compared with those of 1925. First-year students were tested by the Monroe Survey in 1925. Second-year students were tested now, as being the equivalent of the First Year of 1925 because at that time there was still Grade VII.

The Metropolitan Tests were also administered to second-year students in order to see approximately how second-year students stand with their American counterparts of the eighth grade. While there were several factors which might cause inaccuracies, it is believed that the general idea about relative standings of groups of students tested was significant. The second-year students of today live in a different kind of environment from what the first year students lived during the Monroe Survey test. The curriculum has undergone significant changes which may have affected the relative standings of these groups of students. In spite of this, the Survey Team is of the opinion that a picture no matter how indistinct may serve a purpose in providing some insight into the problem.

Eleven hundred and forty-two students from 34 high schools in all parts of the nation were tested with the Stanford Achievement Tests and the Metropolitan Tests.

FINDINGS

As in the case of the elementary schools, the results of the achievement tests in the high schools indicated retrogression in the 35 years between the two surveys. The differentials in grade equivalents of the national medians on the Stanford Achievement tests are statistically significant because of their magnitudes. In paragraph meaning, the present grade equivalent is lower by six-tenths of a year; in sentence meaning, one year; in word meaning, one and six-tenths years; in arithmetical computation and reasoning, two and one-tenth years; and in language, two and five-tenths years. The community high schools are lower than the other high schools in grade equivalents by two-tenths of a year in paragraph meaning and sentence meaning; and three-tenths of a year in word meaning; two-tenths of a year in arithmetical computation; three-tenths of a year in arithmetical reasoning; and eight-tenths of a year in language. Since there were only 70 community high school students tested, the Team does not consider these differentials significant.

INTERPRETATION OF FINDINGS

In the chapter on elementary education, eleven reasons for the difference in grade equivalents between the First Year of 1925 and the Second Year of 1959 are discussed. Some of the reasons (such as large classes, effects of limited session, low expenditure per child) that hold true for the elementary schools also affect the efficiency of instruction in the secondary schools. Since the high school students were elementary school graduates their deficiency would also reflect in the achievements at the high school level.

The 1925 group had a median age of 16.8 years, while the 1959 group had a median of 14 years and 5 months. The 1925 group therefore was older by about two years and four months. Out of fairness to the present students it should be noted that a span of 28 months, despite the grade equivalency, could certainly have bearing on the educational achievement of these students.

The Survey Team recommends that:

1) Efforts be made to develop tests and local standards on such tests.

2) The Evaluation Research Division in the General Office be upgraded in staff and equipment to take leadership in research and appraisal, rather than emphasize chiefly the statistical aspects of its service.

3) With the development of standardized tests, the Bureau of Public Schools be provided with modern equipment for test scoring.

School Activity Program

The curriculum of the democratic secondary school includes all experiences in which students engage under the school's direction. This concept is much broader than the earlier one which limited the term "curriculum" to classroom work only. As our understanding of the learning process developed, the educative impact and importance of experiences outside the more formal school program became very clear. These activities which are termed "extraclass" are frequently classified into these divisions: student council, homeroom, social activities, assemblies, athletics, speech and drama, school publication, and music and school clubs.

Experiences in the school activity program are intended to meet the leisure, recreational, and social interests of students. The experiences also provide opportunities for self-directed specialization in subject areas of particular interest to individual students. The program attempts to develop desirable social traits in situations providing opportunities for individual small group, and entire school participation.

Activities should be conducted under conditions which increase the likelihood of carry over to out-of-school and adult life. Under competent guidance, students should share responsibility for selecting, organizing, and evaluating the activities and outcomes. In all activities, development of democratic leadership and followership abilities should be a major objective. Providing public entertainment for public should not be a primary aim.

STUDENT COUNCIL

Among the various school activities, student participation in school government, commonly called the "student council," is the most basic and important, since its success underlies the success of all the others. Practically all high schools reported some form of student participation in the operation of their schools.

The development of this movement on a widespread planned basis is a relatively recent one in the Philippines, and in many schools it was clearly evident that the work was still in its formative stages. But the interest, enthusiasm, and potentialities for the future are impressive.

A well-organized and ably guided student council will exert an important positive influence upon the entire program of school activities. It will assist in the formulation of policies relative to the chartering of clubs; assume responsibilities in the development of a well-rounded social program for the school; provide guidance in assuring that school publications do justice to the life and activities of the entire school, and not just certain aspects of it; encourage a program of athletics in which winning is not the sole consideration, and in which the present and future recreational needs of all students are considered; work with, and perhaps be represented on, an assembly committee which is charged with the responsibility of developing a year-long program which supplements the instructional program and draws heavily upon student participation; encourage and promote activities in the areas of speech, drama, and music, especially in view of the fact that very little attention is accorded these areas through the medium of regular class work; and make certain that the entire student body is adequately informed about, and has an opportunity to participate in discussions concerning all matters pertaining to school activities through the home-room or some other group guidance organization.

The functions enumerated above, though far from all-inclusive, suggest some of the contributions which effective student councils can and do make to the success of the high school program. Strengthening and improving the council thus becomes one of the most valuable contributions the principal can make both to the preparation of effective citizens and to the over-all administration of his school.

In a democratic school, where training for good citizenship is a primary goal, *the Survey Team recommends that:*

1) The student council, or the equivalent, be the center of student body organization and activity.

2) The development of student leadership or followership be channeled through this council which represents all students.

3) Most of the extraclass activities be coordinated under the student council with policy and direction unified in term of the overall good of the student body — activities, participation, leadership, finances, services.

4) The Home Room be utilized as the base for student council organization, to which all students belong and from which come the representatives to the council.

5) Under the auspices of the student council one-day interschool conferences be held annually to discuss their common problems, interests, and activities and ways in which improvement can be achieved. At first there might be sub-divisional or division wide student councils, clubs, athletics, publications, etc., with representatives from each major activity area.

6) The proposal for a youth congress in connection with the Rizal Centennial might be undertaken, providing it dealt with specific problems at the "grass-roots" level and not merely in high-sounding phrases and platitudes.

7) These should all be school-organized, promoted and directed, with no outside organization or influence exploiting the high school youth.

OTHER ACTIVITIES

Other major activities which are included in this aspect of the school program are publications, assemblies, athletics (intramural and interscholastic), and clubs. The Survey Team discovered that in certain schools some of these activities were undeveloped or, in a few cases, overemphasized. In many schools the programs in speech and drama were inadequate, and there was surprisingly little music, either vocal or instrumental.

The above areas will be commented on and recommendations made under each activity, as follows:

PUBLICATIONS

The high school newspaper with its graduation issue are two activities which have become a part of the Philippine secondary schools. These are patterned largely after the American equivalent in terms of format and content. The newspaper, published at occasional intervals, contains much of the "chit-chat" type of "news" along with more important activity reports. The gap between the time of activity and the publication lessens the news value. In addition, the size and quality of paper raises the question of justification for the occasional, more eleborate and expensive type.

For more than a decade the Annual Public Secondary School's Press Conference has been held on a national basis. This conference, which includes competitive contests and techniques of improvement, is usually of a week's duration and is held in a different locality each year. Participation is voluntary, with travel costs paid locally, usually from student body funds.

This interschool relationship is wholesome, and activities of this type are to be commended. The Survey Team, however, would caution against the natural tendency to include expansion of the school publications as a result of comparisons with other schools, without evaluating each school's product in terms of local needs, interest, and costs.

One additional concern is the costs involved in these annual national conferences, in terms of numbers attending, distance traveled, and school time lost. With very limited student body funds, the expenditure of several hundred pesos for a few students to spend a week away might not seem fully justified. It is possible that most of the shared learning experiences might be acquired in regional or interdivisional conferences over a weekend, which would enable a larger number to attend at a lesser cost in time and money. Consideration might be given to the appointment of a Bureau of Public Schools official from the Central Office who could become a specialist in extraclass activities. By attending regional and inter-divisional conferences, he might bring to such groups the best from the others, without requiring attendance at a national affair.

The Bureau of Public Schools is to be commended for the regulation it has placed on the school "annual" — an extravagant luxury which is a problem the American schools have not solved. The use of the final issue of the newspaper as an elaborate edition serves most of an annual's purposes without the equivalent expense.

The Survey Team recommends that:

1) A careful analysis be made of the value in the National Press Conference in term of publication improvement, student and teachers loss of school time, and the total cost.

2) Consideration be given to more divisional or regional affairs with a national conference held once every four years, if deemed necessary.

3) This fine interschool activity be integrated into a larger unit as recommended under the student council.

4) A qualified supervisor in the general office be appointed to coordinate the various conferences and contests, looking to the participation by more students, with the reduction in time and money costs.

ASSEMBLY

The assembly contributes much to the life of the school through its educational, inspirational and entertainment features. The Survey Team found assemblies included by a majority of principals in their listing of extraclass activities. However, what few assemblies the Team observed did not give evidence of realization of the potential in such an activity. The formal speaker-type assembly, dominated by the principal or faculty, is only one type of program, and is usually the least effective. The dramatic presentation was the other type observed, providing maximum participation for the talented few and passive entertainment for the audience.

The Survey Team recommends that:

1) Much more be done with the assembly program to provide a wide variety of experiences for a larger number of students.

2) Such affairs should be largely student-organized and student-directed, with student leadership carrying its full responsibility and faculty participation and control minimized. Sub-assemblies, for only a portion of the school, can be presented as class projects.

3) Debates, discussions, panels, and symposia bring issues of current significance to the student body. Musical presentations and national holiday observances are rich resources for cultural improvement.

4) School problems, community activities and needs be presented to challenge student responsibility and enlist student support.

ATHLETICS

For the adolescent boy and girl, sports hold a great appeal. An outgrowth of physical education, this more intensive aspect is a wholesome experience for high school youth. The Survey Team commends the schools for their inclusion of physical education and its extension into school athletics, in the general high school program.

Intramural athletics afford the maximum amount of participation for the largest number of students. The Survey Team observed some of this in certain high schools, where it was largely for boys. It would encourage a balanced program involving as many students as possible and provide this type of competitive athletics for girls as well as boys. It strongly approves the emphasis on the intramural, with its values in skill development and morale building, its large student involvement, and its ultimate influence on the *esprit de corps* of the school.

As in other countries, the problems of keeping interscholastic athletics within bounds is a serious one in the Philippines. The Survey Team recognizes the values inherent in this activity, but finds itself in agreement with a substantial number of administrators that the demand on time and expense involved in the larger meets, both regional and national, are creating serious problems for many schools and students. The "entertainment" aspect definitely is open to question, and even the so-called "public relations" values of these meets may not offset the loss in school time to the participants and the faculty advisors, the expense to the student bodies, the "contributions" of teachers, and the strain on the whole division and community.

The Survey Team recommends that:

1) Athletic facilities and grounds be improved. With such "manpower" as is available there is no reason for rocky and weedy playfields.

2) Simple athletic equipment be procured for both girls and boys intramural athletics.

3) Competition between classes and groups within a school be encouraged and simple awards made to the winners.

4) Serious study be made of the current over-emphasis on interscholastic sports in term of costs to students and teachers both in time and money.

CLUBS

Organizations provide opportunity for enrichment of many areas of student interest, provide participative experiences, and develop leadership. The range in types of clubs is great, exceeding the school curriculum and including any respectable subject of interest to a sufficient number of students. These types can be educational, vocational, hobby, service, recreational, and religious. Many of them demand little or no money to function, but require only student interest and faculty or adult sponsorship. The club concept has great appeal for high school youth, since there is a natural tendency to group along interest lines at this age. Forward-looking school leaders will capitalize on this tendency and use it to a constructive advantage.

The Survey Team observed the concern over juvenile delinquency, largely in metropolitan areas, and particularly the growth of youth "gangs" as evidenced by the many postings of gang names on walls and buildings. Newspaper reports of unwholesome incidents involving these "gangs" highlight the problems of group organization. The Survey Team likewise noted clubs in most schools, but was concerned over the limited number and types in certain of the high schools.

The Survey Team recommends that:

1) Administrators and teachers give more attention to providing for wholesome club activity as an integral part of the general high school.

2) All students should have the opportunity to belong. Too frequently those students who need this activity least are the ones who belong to several clubs and have a tendency to monopolize both the participation and leadership roles. The neediest students (not necessarily the poorest financially) frequently ignore this valuable activity or are excluded.

Music. This area has both a curricular and extra-curricular relationship. Classes in instrumental and vocal music, as well as dramatics, were found in some schools. In others, they were deficient or totally lacking. The Survey Team believes that without extra cost in terms of instruments, much more can be done with vocal music for groups and for the entire student body, such as at assemblies. Clubs can contribute to these through singing, small musical "combos" using their own instruments, and records. The comprehensive musical program in a high school has proven of great value in terms of morale building, entertainment, leadership and participative experiences, at little or no cost.

Student-Body Financing. Most schools include a student body charge in connection with their tuition fees. This money is intended for the support of student body activities and is the main source of income for the year. The Survey Team approves the idea of student support for the activities, since there are no school funds to provide for this important fact of school life. Furthermore, the students may have greater respect for the student body program when they "invest" in it, rather than to have it entirely "free." A staff member should be in charge, with proper books, forms and signatures for disbursal.

A budget should be prepared each year for both student body and class funds, and approved by the administrator, sponsor and students. None of the funds should be used for any item other than those budgeted. Proper principles for disbursement should be established to guide the disbursing officer, and to protect all parties concerned against misuse. The above procedures were lacking in whole or in part in certain schools observed.

The principal should make every effort to protect these funds, seeing to it that no expenditures is made unless it is

properly budgeted, correctly authorized and accurately recorded. Students can learn about the business of school activities by taking their full responsibility in the collection, retention and disbursement of their student body funds.

SUMMARY AND RECOMMENDATIONS

The Survey Team is pleased with the interest shown in the activity program. A balance in terms of activities and an extension of participation are two major concerns.

The Survey Team recommends that:

1) Extraclass activities be encouraged in every general high school.

2) The activities be locally centered, at a minimum cost and a maximum of participation.

3) The school officials make every effort to see that all students have a participating experience.

4) One or more General Office Supervisors become "experts" in the extraclass program and serve as liaison officers between various divisions and regions on this phase of school life.

5) The "national" student conferences be reduced, permitting more local and regional affairs for a larger number of students over a shorter period of time.

Guidance

Guidance services may be defined as organized activities designed to give systematic aid to students in solving their problems and in making adjustments to various situations which they must meet. These activities should assist each pupil in knowing himself as an individual and as a member of society; in making the most of his strengths and in correcting or compensating for weaknesses that interfere with his progress; in learning about occupations so that he may intel-

ligently plan and prepare, in whole or in part, for a career; in learning about educational opportunities available to him; and in discovering and developing creative and leisure interest.

These objectives should be achieved through cooperative relationship among the home, school, and community; through close articulation with elementary schools; through intelligent use of records, reports, and psychological test data; and through follow-up work with graduates and other former students.

If the guidance program is to serve students adequately. the administrative head of the school must provide leadership to the end that all members of the guidance and teaching staffs understand their mutual guidance responsibilities and cooperate in discharging them. Although every teacher and administrator has a part to play in the total guidance program, the services of competent counselors who have specialized training should be available. The counselor is a key person in the guidance program, working primarily with the individual youth and his problems.

COUNSELING SERVICES

One of the most important contributions which the 2-2 Plan has made to the improvement of secondary education in the Philippines is its recognition of the great importance of guidance services. However, the rapid imposition of this crucial program of the 2-2 Plan caught many schools without trained personnel or facilities to implement the program. Most schools which are endeavoring to implement the program are attempting to provide some type of service for their students. When it is recognized that for many general high schools, an organized program of guidance is of very recent origin, the provisions being made at the present time are indeed substantial. Some tests of mental ability, personality, and interests are being used to assist students in assessing their strengths and weaknesses and in planning educational programs in the light of these personal traits. Separate counseling quarters are often available. Some counselor time is ordinarily provided, although in certain schools counseling responsibilities were assigned to teachers who already had full-time teaching loads. In several schools the quarters appeared unoccupied and occasionally unused.

The Survey Team observed that much of the counseling was of the conference type, with limited testing and reference materials available. This can be understood in light of the recency of the establishment of the 2-2 Plan, the lack of funds, and the inexperience of staff.

There appears to be urgent need for a larger-scale emphasis on in-service training in this important field. The successful leadership in any educational program rests with the administrator's knowledge of and understanding of the basic elements. The Survey Team was disturbed over the finding that nearly a third of the high school principals have never had a course in guidance. Of greater concern was the principals' report that half of their teachers *assigned as counselors* likewise never had even one course in counseling. It is obvious that, with a program such as the 2-2 Plan, dependent upon wise counseling, untrained personnel will be a severe handicap to its accomplishment.

The Survey Team recommends that:

1) Concrete effort be made to give further in-service training to those teachers designated as counselors.

2) More released time be provided to enable them to do a better job.

3) The principal develop a "guidance" point-of-view to assist sympathetically in the improvement of the program.

4) The faculty as a whole be informed on the guidance program.

5) There be closer articulation with the elementary schools, feeding into the high school, to encourage the children to go on to school and make their adjustment easier.

PROMOTION, RETARDATION, AND DROP-OUTS

In addition to trained guidance personnel, pertinent data regarding the students are essential. Among such student data are occupational intentions; educational plans; mental abilities; interests; educational and occupational status of parents; and age-grade distribution. Most high schools reportedly had some information in the first four areas, but on the important matter of age-grade distribution only approximately one-half of the schools had such information available.

With the drop-out problem most acute at all grade levels, the above information should be at hand to guide the administrator in his supervisorial work and in-service training. and to assist the counselor in his work with students. Table 7 presents the latest available figures on promotions, revealing a substantial retardation for each high school year. The average percentage is nearly the same as in 1939-40, as given in Table 8. Added to this are the drop-outs for 1957-58, ranging from 12.50 per cent for first year students to 3.63 per cent for fourth year, as shown in Table 9.

These figures convey a startling and tragic story of poor "holding power," of failure, of consequent disappointment and drop-out. One out of eight students enrolling in the high schools leaves before the end of the year. There is some satisfaction to be derived from the revelation that the number and percentage decreased at each high grade.

The failure problem coupled with the drop-out record constitute a severe indictment of the modern general high schools. This is a reflection on the quality of instruction, the usefulness of the curriculum, the interest of the teacher, and the ineffectiveness of the guidance program.

The Survey Team recommends that:

1) Immediate attention be given to the basic causes of failure, to discover what major factors are involved.

2) Priority be given in the counseling services to students giving evidence of academic weakness, personality difficulty, or absence tendencies. These are identifiable and merit immediate attention.

3) Further statistical and other studies be made to provide greater insights into the problems of maladjusted youth.

TABLE 7. ENROLMENT,[1] NUMBER AND PERCENTAGE OF STUDENTS PROMOTED DURING SCHOOL YEAR 1957-58

Year[1]	*Corrected Enrolment*	*Number of Pupils and Students*	*Percentage of Pupils and Students Promoted*
First Year	65.479	60.206	91.95
Second Year	53.813	49.699	92.36
Third Year	44.506	40.682	91.41
Fourth Year	40.723	39.348	96.62
TOTAL	204.521	189.935	92.87

[1] Corrected enrollment is obtained by adding to the March monthly enrollment the number of students promoted during the school year.

TABLE 8. PERCENTAGE OF SECONDARY PROMOTIONS FOR SELECTED YEARS SINCE 1939-1940 *

School Year	*Percentage of Secondary Promotions*
1939-40	93.75
1946-47	96.22
1949-50	96.30
1952-53	95.35
1955-56	94.89
1957-58	92.87

* Bureau of Public Schools. *1958 Statistical Bulletin*, p. 23.

TABLE 9. NUMBER AND PERCENTAGE OF STUDENTS DROPPING OUT OF SCHOOL DURING THE SCHOOL YEAR 1957-1958 *

Year	*March Annual Enrolment*	*March Monthly Enrolment*	*No. of Students Dropping Out*	*Percentage of Students Dropping Out*
First	74822	65471	9351	12.50
Second	59213	53863	5350	9.04
Third	48407	44551	3856	7.97
Fourth	42223	40692	1531	3.63
TOTAL	224665	204577	20088	33.14

* Bureau of Public Schools, *1958 Statistical Bulletin*, p. 19.

NOTES: The annual enrolment for the year in any class is the total number of students who have enrolled in the class during the school year, less those that have transferred to other classes within the same school, municipality, or district within the division, or to other divisions. The monthly enrolment of any class is the total number of pupils who have reported in the class for study at any time during the month to and including the date of entry, less the number who have transferred to other classes within the same school, municipality, or district within the division, or to other divisions. Additional data on drop-outs are found in the 1958 Statistical Bulletin of the Bureau of Public Schools.

Administration and Supervision

Even in a centralized system of education, the key figure in the success of any school is its principal. To paraphrase a famous educator, "As is the principal, so is the school." In general, a principal's professional qualifications may be classified in two categories: experience and training. Several factors in each of these categories are given consideration in the appointment of principals of the general high schools.

ADMINISTRATOR'S QUALIFICATIONS

Success in administration requires competencies other than those required for success in the classroom. With respect to certain traits, as a matter of fact, the principal needs to possess some interests and personality qualifications which are almost the exact antithesis of traits common to many successful teachers. Many teachers have achieved a high level of teaching effectiveness without having demonstrated those characteristics by which a principal can hope to become the kind of leader every good school requires.

Foremost among these traits are a knowledge and understanding of those factors which contribute to a sound educational program as a whole, the ability to organize and direct the entire range of activities and experiences necessary for the implementation of such a program, and the ability to work effectively with and provide competent assistance to the various individuals and groups who are involved, directly or indirectly, with this program. Important as is success in classroom teaching as a basis for success in administration, the effective principal requires far more.

One of the most valuable ways in which principals may secure training and experience in the competencies required is through professional courses, seminars, workshops, and internship activities at the college and university level. The Survey Team identified eight areas of professional study which are basic to the preparation of principals. The principals of the general high schools were asked to indicate those areas in which they had had courses. The results are shown in Table 10.

TABLE 10. NUMBER OF PRINCIPALS WHO HAVE AND HAVE NOT COMPLETED COURSES IN CERTAIN BASIC AREAS

	Yes	*No*
Psychology	169	0
Teaching Methods	167	1
Tests and Measurements	165	3
Administration	167	0
Supervision	165	1
Philosophy of Education	163	5
Curriculum	120	34
Guidance	97	53

The findings reveal that most principals attest to having had courses in each of the areas listed. No indication was given as to when and where these courses had been taken. However, the two areas in which the largest number of deficiencies exist are curriculum and guidance. Herein doubtless lies a major cause for the shortcomings of the program in the general high school. A plan for the certification of principals and prospective principals, including the satisfactory completion of approved professional courses in these and other fields, should contribute a great deal to the upgrading of the principalship and hence to the effectiveness of secondary education as a whole.

The Survey Team was surprised, if not shocked, to find few courses and even fewer programs for training administrators in the university or colleges. This is a serious lack in both the pre-service and in-service programs of teacher-training institutions. This lack may well account for many of the weaknesses evident in the schools today.

Course work at the collegiate level is an essential element in training but is not the only means for up-grading administrative and teaching personnel. In-service education, directed toward growth on the job offers a major approach to the improvement of the total school program. As such it is viewed in modern educational theory as an important supervisory concept. The term "supervision" has outgrown its earlier connotation of "inspection"; it places primary emphasis today upon the improvement of the school's instructional program. In the Philippines some provision has been made for supervisory services at the national and divisional level as a supplement to the principal's services at the local level. At the national level, the major function should be leadership for and coordination of the work of provincial supervisors. At the divisional level, direct and indirect assistance to principals and teachers within the division should be the primary concern.

SUPERVISION—NATIONAL LEVEL

Of approximately 200 principals queried, nearly half considered supervision at the national level inadequate. This reaction may be due to the long-standing dependency on the general office, rather than upon a felt need for technical help which could be developed within the local staff or with the division. If self-dependence is to be encouraged, then the present trend of the national office to work with divisional staffs rather than with individual schools is to be highly commended. With only eight general supervisors and one superintendent, the national office obviously cannot and should not be expected to render local assistance except in an emergency.

Furthermore, these complaints might reveal, subconsciously, their own inadequacies in this most important aspect of administration. This was partially supported in the Survey Team's observations by the limited amount of dynamic supervision, with most of it concerned with the routine of seeing that lesson-plans have been properly prepared and assignments carried out.

SUPERVISION—DIVISIONAL LEVEL

At the divisional levels, supervisional gaps exist in all subject areas. The number of divisions lacking even one supervisor in the various areas of specialization as of March 1, 1959 is shown in Table 11. It must be remembered, of course, that because of the size and geography of some divisions, the services of more than one supervisor are required for an adequate program.

TABLE 11. SUPERVISORS OF SUBJECT FIELDS

Subject Field	*Number of Divisions Having No Supervisors*
Academic	1
Industrial Arts	4
Home Economics	5
Adult Education	36
English	25
Filipino Language	9
Health	23

SUPERVISION—LOCAL LEVEL

The high school principal's task is threefold: he is a manager, an organizer, and a supervisor. Of the three the last is by far the most important. The schools observed were usually well organized. The management also was being carried out almost as well as could be expected under the circumstances. The area of supervision, however, appeared to need considerable improvement.

In the Philippines, supervision has moved from the "inspection" to a more constructive type. However, the Survey Team has observed far too much dependence by the local schools on divisional and national assistance. The local schools need help in all subject fields but with the limited staffs shown above, adequate assistance cannot be procured. The Survey Team feels that much more could be done by the local school and its administration if concentrated attention could be given to this all-important problem of curriculum improvement. The Team believes there is a tremendous potential within the local teaching staff if it was not burdened with much paper-handling, errand-running, and numerous routine tasks, which teachers are called upon to do. The administrator in his leadership role fails the staff and his community when he does not exert this type of supervision.

IN-SERVICE TRAINING

Inasmuch as many of the high school principals have been appointed primarily because of their success as teachers, there is a great need for the in-service training, especially in term of newer trends in school administration.

Unfortunately, the Survey Team found little evidence of any concentrated effort to up-grade the quality of local leadership either at the divisional or national level. Many of these latter are burdened with "administrivia" and do not have the time to give to this important responsibility, nor was there much evidence of the local principals seeking to improve themselves professionally.

The one bright spot in this otherwise dark picture is the Cooperative Leadership Education Program (CLEP) at the University of the Philippines. This unique undertaking provides ten administrators with a full year of instruction on their regular salary to broaden their horizons and develop skills in educational leadership. The Survey Team highly commends the authorities for its establishment. It merits all-out active support of the Bureau of Public Schools, the University, and the professional associations in light of the future needs of the public schools. Unfortunately, CLEP has been neglected due in part to (1) failure to integrate adequately the policy-making between personnel from the Bureau of Public Schools and the University of the Philippines, (2) uncertainty of content and objectives, and (3) lack of experienced administrators. During its existence few high school administrators were enrolled. More should be included, and the program strengthened and expanded.

There is need for a program of identifying and training potential administrators who will have experience and background when called upon to succeed those now in Office. The Survey Team noted a lack of competent second- and third-echelon personnel who constitute the backbone of any strong organization. It urges serious attention to this problem, not alone for high school administrators but for all leader-positions. There are great possibilities in the "internship" concept of leadership training, which should be used more.

The Administrator and His Staff

TEACHERS

The Survey Team has noted elsewhere its deep appreciation of the quality and character of the high school faculty. Most of them appeared to be well-trained, and have had considerable experience in high school teaching. Many were having to teach under difficult if not impossible conditions, with inadequate books and materials, large classes, noisy rooms closely arranged, and frequent interruptions, not to mention low salaries (if and when paid). However, the Survey Team noted also the teacher's loyalty to the job and his devotion to the students, as an almost universal characteristic. This is highly commendable, and probably is a major factor in the stability of the public secondary schools.

The Survey Team could not help but observe the large amount of school "busy-ness" which was foisted on the teachers—errand-running on behalf of the school, secretarial and clerical work, and assistance to school and community functions —both in "contribution" of services and money. The faculty is a team and each must work with and help the others. But at times the Survey Team felt the faculty was being used and even exploited in activities which are not properly their responsibility.

The administrator in his three-fold capacity should study carefully and continually how his "team" can function most effectively. Above all, he is a human engineer, working with adults and youth, and his skills in his three-fold job requires deep insights into sound human relations at all times. The Survey Team was not happy to hear, occasionally, the unpleasant and even unkind references by staff members to their leaders. This evidence of low morale and poor ethics may well be due to inept or arbitrary leadership on the part of the principal. If training for citizenship in a democracy is a major goal of the high schools of the Philippines, then the principal (and his superiors) have a primary charge to *practice* democracy within the school, with both faculty and students. Training in the area of human relations for all members, students and faculty, probably is one of the most needed in the program.

Another factor compounding the problem of principal-teacher relationship is the increase in number of teachers per principal. The doubling of the number over the past 25 years, with the last 10 years showing an increase of 3, all give evidence of a problem in administration which complicates further the already difficult position of the principal. Table 12 gives the figures for selected years.

TABLE 12. NUMBER OF PRINCIPALS, TEACHERS AND PRINCIPAL-TEACHER RATIO FOR SELECTIVE YEARS. PUBLIC SECONDARY SCHOOLS

Years	*Number of Teachers*	*Number of Principals*	*Principal-Teacher Ratio*
1936*	1,386	112	12.37
1950 — 1951	7,078	296	23.91
1955 — 1956	8,566	331	25.87
1958 — 1959†	9,292	344	27.01

* Annual Report of the Director of Education, 1935-37.
† Statistical Bulletin, Bureau of Public Schools (Draft).

ADMINISTRATIVE ASSISTANTS

The Survey Team realizes the financial limitations of the secondary school which preclude many of the additions to a school program which are deemed essential. In larger high schools, particularly, the size and numbers demand additional administrative staff to enable the school to function properly. These include vice-principals, deans, guidance and curriculum personnel, etc. In several instances these were lacking or totally absent.

The Survey Team does not advocate building a top-heavy, non-teaching administrative staff, but it believes the wise selection of qualified persons to assist in some of these duties which the principal should, but does not have the time, to do. Department heads are frequently found, but there appeared to be little use made of their administrative abilities outside of their own departments. These might well be the Principal's

"Cabinet" for the discussion of policy, the improvement of instruction, and other major problem of the school.

Serious attention should be given to an earlier identification of potential administrators to develop a second or third echelon of leadership which would serve as a reservoir for replacement or expansion of staff.

PRINCIPALS' ASSOCIATION

Every progressive country has its professional organizations, including those in education. Frequently there are strong teachers' associations and, at different levels, associations for administrators, supervisors, and guidance personnel.

The Survey Team understood that there was a national association of high school principals known as the Association of Public Secondary School Administrators. The Team has read of their earlier reports. However, there was practically no evidence of an active, dynamic, aggressive professional association in existence at the present time.

From its own experience, the Survey Team believes that such an organization of high school administrators is important to the profession, and should include all those carrying secondary school administrative responsibilities. Such an organization is doubly essential to the Philippines because of its rapid growth and the physical separation of the many islands. Such a body could contribute substantially to the cause of better financial support, the upgrading of the profession, and the improvement of the curriculum. Its lack or weakness is a loss to the cause of public secondary education.

The Survey Team would re-emphasize again the key role of the high school principal, and urge all levels of administration to give him maximum support and encouragement. If the public secondary school is not to be overwhelmed by its private counterparts, it will be due largely to the quality of leadership at the local level.

The Survey Team recommends that:

1) Some type of certification be developed as a basis for qualifying school administrators, including principals, super-

visors, and superintendents. This could spell out the subject fields, the experience, and the personal-professional qualities which one should have to obtain a leadership position.

2) The colleges and universities improve the quality and quantity of their courses in administration and supervision, and develop program in both areas.

3) Supervision, which in previous years has mainly been the responsibility of the division and general office, needs to be developed more at the local level. Competently trained teachers can be utilized far more than at present with the support of wise leadership.

4) In-service workshops or conferences should be held on the professional needs and problems of the local school administrator. This would include such areas as supervision, staff relationships, guidance and counseling, extraclass activities, and human relations. Such workshops should have full support of the general office, and be held in regions to localize the problems and to permit maximum participation.

5) The administrator should develop his skills in human relationships as he seeks to weld his faculty and student body into an effective team. The democratic principles we preach need to be practiced in this important relationship.

6) The identification and development of potential administrators should be a major concern of all leaders. An "internship program" should be developed by the general office in cooperation with division and local leaders.

7) The secondary school administrators should have more representation on the CLEP Program Planning at the University of the Philippines. This should be enlarged, as one of the most promising training programs.

8) The principals' association (APSSA) needs revitalizing to make it the active, democratic spokesman for the public secondary schools. It should strive to achieve the status approximating that of PASS.

The School Plant

The school plant, consisting of the site, buildings, equipment, and services, is a major factor in the functioning of the educational program. The plant as planned and equipped is more than a place of instruction. It represents the physical expression of an educational philosophy — the philosophy of the various individuals and groups for whom and by whom the school is expected to be of service. During school time, it is the physical environment which assists or limits student achievement of desirable learning outcomes.

The secondary school plant to be maximally effective must provide the facilities suitable for meeting the needs of all youth of high school age. This necessitates provisions for a wide variety of classroom activities, extraclass activities, and recreational and community activities. Besides housing and equipment for these activities, the plant must provide illumination, water, and ventilation, as well as services which contribute to the health and safety of its occupants.

Building plans should, insofar as is possible, contemplate meeting future, as well as present, enrolment and curricular needs. The buildings should provide for flexibility in use. Effort should be made to attain an increasingly efficient school at a minimum cost. The interior and exterior of buildings should be attractive and appropriate in design so that aesthetic quality is evident. The school grounds should be well-kept. Natural features of the immediate environment should be used whenever appropriate. Correlation of school construction and maintenance with the school's classroom and work experience in such a way that learning potentialities are capitalized upon and exploitation avoided, offers an excellent and relatively inexpensive means of plant improvement. The Survey Team was pleased to observe such correlation in a few of the general high schools.

Principals were asked to respond to twelve items related to their school plants. The results are presented in the following table.

TABLE 13. PRINCIPALS' EVALUATION OF GENERAL HIGH SCHOOL PLANTS

School Feature	*Very Good*	*Good*	*Fair*	*Poor*	*Very Poor*
School site	79	71	31	12	4
Classrooms	32	91	65	5	2
Classroom furnishings	20	69	94	11	4
Teachers' rooms	18	54	66	25	7
Laboratories	12	55	86	31	8
Lunch room	18	50	60	21	4
Kitchen	22	59	73	18	5
Offices	34	87	64	8	2
Library	30	71	78	12	3
Storage rooms	23	60	68	30	4
Medical facilities	14	42	67	56	15
Comfort rooms	15	59	80	33	6

It will be readily noted that in general the principals rate their school plants somewhere between "fair" and "good." School sites and offices were rated highest among the twelve items listed, with medical facilities and comfort rooms rated lowest. Some schools reported "none" in one or more categories. Lunch rooms and teachers' rooms were the facilities most often reported lacking.

The Survey Team is of the opinion that the principals have been very generous and charitable in their ratings of school plants and facilities. Sites that provide even less than the prescribed minimum of eight hectares, with no apparent means of immediate expansion, were observed in many places. Classrooms with dirty floors, obstructed visibility, and flimsy construction are commonplace. Classroom furnishings, especially chairs for student use, are literally falling apart in a large number of schools. Maintenance and upkeep is almost totally non-existent in certain areas. Well-painted buildings are so rare as to be conspicuous. Laboratories generally are little or no different in appearance from academic classrooms. Equipment, when available at all, is not widely used by students. Little functional use of the very inadequate library space and facilities were observed. Medical and nursing facilities and services, though adequate in some schools, are in general too limited to do the necessary job. Comfort rooms are so unsanitary, generally, as to seriously jeopardize the health and well-being of students and faculty. Any school or school system which honestly and conscientiously accepts health as a major objective of education might well consider starting with the school environment itself.

This discrepancy between the ratings of the Survey Team and the principals' raises the major and fundamental question of standards. When outside observers study carefully a school situation and reach vastly different conclusions from those of school principals relative to the adequacy of that school situation, it is likely that the two evaluations may have been based upon different criteria.

The Survey Team recognizes the problems confronting many administrators in their school plant, equipment, and facilities. It admits the lack of funds which prevent making many major improvements. However, some are able to secure some financing through their contacts and political connections. Since this is a common practice, others might do likewise.

Nevertheless, there appears to be little excuse for the neglect of many of the school plants the Survey Team observed. There is ample student manpower, if necessary, to improve and then maintain with little effort most of the grounds, buildings and facilities. To tolerate for a period of years swamp land, weeds, rocky paths (or none at all), muddy cellars (frequently used as "classrooms or gymnasium") seems unnecessary when a few rakes, hoes and shovels, and possibly a bulldozer briefly borrowed from the highway department, could improve these dilapidated grounds.

The Survey Team recommends that:

1) A national campaign be inaugurated by the General Office and division headquarters to improve the grounds of each high school.

2) This be followed by a maintenance program to ensure the continuance of the results of the campaign.

3) Trees, shrubs and flowers be planted according to a plan around each school.

4) The use of lime "whitewash" (inexpensive) on rocks, buildings and *especially* toilets, to add attractiveness to the grounds.

5) Different classes be assigned areas of the grounds to keep them clean and attractive.

6) Community groups be invited to assist in the improvement program.

7) The student bodies be challenged to have pride in their school plants, and make its care a major activity.

8) The lunch facilities be made more sanitary and attractive. Protection against flies and insects is not costly.

9) The shops be encouraged to repair equipment, chairs, etc.

10) Roads and paths be built-up to protect the students in times of rain.

Evaluative Criteria for the General High School

The development of a set of evaluative criteria which can be used to assist the general high schools in self-improvement is important. Criteria of this kind have been developed for use at the elementary level. It is also noteworthy that some attention has already been given to this basic need at the high school level. Criteria in some subject fields have been developed, and some work has been done devising standards for the high school program as a whole. These efforts need to be accelerated and implemented in order that those concerned with strengthening the high schools may have some specific guiding principles at the earliest possible time. The criteria developed for elementary schools in this country, and similar instruments published in the United States for use in both elementary and secondary schools, will furnish valuable clues and suggestions for the development of the needed instruments in the Philippines. It must be clearly emphasized, however, that all previous work in this field can serve only as a guideline to such work here. To be maximally effective, evaluative criteria for the Philippine general high school must be indigenous to the local situation.

On the basis of extensive and detailed data concerning the community and the student body each individual school should consider carefully the general objectives of education as stated in the basic documents referred to earlier in this chapter. The school's fundamental responsibility is that of translating objectives into educational experiences. In other words, each school must ask itself, and answer for itself this question: What is the best possible way of achieving each educational objective in our school, taking into account its unique characteristics as summarized in the basic data concerning the student population and the community to be observed? The answer to this question should provide the major determinant of content in the various courses and other educational experiences which the school provides. As indicated earlier, in a democracy some of this content will be the same for all students. This is the reason why schools in a democracy always require certain courses of all students. These courses prescribe certain knowledges, concepts, and skills deemed desirable for every citizen. Flexibility wherein the teacher may utilize all of his own individual ideas and talents should always be provided, but these will always operate within prescribed limits. Good schools likewise provide as wide a variety of optional or elective offerings as possible, in accord with the wide range of interests, needs, and abilities found in any student body.

From these objectives and concepts, detailed criteria for the following areas must be developed: program of studies, school activities, library, guidance services, the school plant, the school staff, administration. Such criteria should prove to be of inestimable value by putting into concrete, specific, written form the characteristics of a good secondary school.

SUMMARY

The Survey Team holds that the public secondary school in the Philippines must be maintained and strengthened if the goals of education are to be acheived. The weakening of this key segment, with the threat of possible elimination, is looked upon with general concern. Modern democratic nations require a complete public school system, including adequate provision for the needs of youth at the secondary and higher levels. From the latter come the leaders of tomorrow. No programs which educate mainly the "class," with little concern for the "mass" is adequate in today's world.

The Survey Team believes that the concept of the public general high school is the most satisfactory type designed within the framework of the Philippine system. It is an ideal which can be achieved, although its full realization is still far off.

Prewar education, fine though it may have been, can never again provide fully for the needs of all youth. The Survey Team urgently places the needs of the general high school high on the priority list for additional support and improvement. Although many of its problems are financial, there are a number of basic improvements which can and should be made regardless of inadequate finances.

4

CHAPTER IV

Vocational Education

> ***All schools shall aim to develop moral character, personal discipline, civic conscience, and vocational efficiency and to teach the duties of citizenship.***
>
> **ARTICLE XIV, SECTION 5,**
> **PHILIPPINE CONSTITUTION**

Introduction

Basic laws, Congressional action, and local practices spotlight the fact that training for occupational competency has been a vital objective and an important phase of the program of the public schools of the Philippines. A study of the history of the development of the system of public schools indicates, however, that during most of this period the funds provided did not permit the purchase of adequate equipment and materials, nor was it possible to employ sufficient adequately trained teachers.

The war years left the vocational schools with practically no buildings, equipment, or teachers. Since the war there has been a greater interest in vocational education. There has also been extensive international aid and larger appropriations by the National Government. As a result the vocational schools and their personnel are now in a more favorable position to do their task than at any other time in their history. Even though they are in this relatively favorable position, they continue to need buildings, equipment and more well-trained teachers.

It is quite common for industrial nations to subsidize the vocational training of its youth. This is done on the theory that a nation can improve its economic status only by increasing its

productive capacity. In order to increase productive capacity, it is necessary to maintain a supply of skilled workers.

There are many different occupations necessary to maintain the economy of a nation, and there are many levels of skills in each occupation. It is thus quite a complex task to train workers for the many occupations needed in a nation. The public schools of the Philippines attempt to meet this responsibility by giving shop training and agricultural experience at different levels of the school program.

Work experience is given in the primary grades (grades one to four). The objective is to develop among the pupils an appreciation of work and a responsibility for maintaining the environment of their school in an attractive and safe condition. Much of this work is growing flowers and cultivating gardens. Some agricultural skills are learned as a result of these activities. Since 1900, this work experience in the early grades has had a significant effect in overcoming a cultural disdain for work with the hands.

Each day an eighty-minute period is provided for agriculture in grade five, and a similar period for shop activities in grade six. The agricultural work in grade five is usually gardening and cultivating field crops. However, some schools also give instruction in the care of swine and poultry. The shop activities in grade six are general in nature. They introduce the student to simple hand tools and the raw materials of the region in which the school is located. Most of the children are eleven to thirteen years of age. They learn many agricultural and shop skills, benefit from the physical activity, and are provided with an outlet for their native creativity. This program is primarily pre-vocational and an extension of work experience. During these two grades, girls are given training in handicrafts, cooking, and sewing as provided in the home economics curriculum.

The general high school normally gives the same type of program in its four years: agriculture, shop, and home economics. Eighty minutes each day are allocated to these activities. The student is older, and the activities are often more extensive and more complex. The achievement in learning is still, however, pre-vocational—an outlet for native creativity and physical activity. In practice, the program at the high school level often lacks equipment, suitable agricultural land, and teachers adequately trained to do the best possible job. The programs of the elementary schools and the general high schools do contribute to the total vocational training program of the schools.

The term "vocational training" is often confusing, because it is frequently used in a very broad sense to mean any kind of shop or agricultural activity. It is used here to designate those educational activities which have the specific objective of developing occupational skills for which there are employment possibilities.

The initial specific program of vocational training begins at the secondary level in the trade schools, the schools of agriculture, and the fishery schools. The achievement in these schools might be considered to have three levels. The first level is the broad basic training, which consists largely of basic principles, simple projects, and the use of fundamental hand tools. This will, in general, be given in the first two years, and will develop the basic skills of the occupation for which the student is in training. The second level of training provides for more complex projects, with additional tools and equipment, and for the development of more extensive skills. It develops a tradesman or an agriculturalist who has the skills for performing his occupation effectively and efficiently. This higher level of skill is the primary objective of all the vocational schools. The program of vocational training in the Philippines has a third level of training. Its objective is to train for exceptional skills and is called "technical training." It is given for a period of two or three years beyond the four-year secondary level.

The effectiveness of any vocational training program is measured by the degree to which it trains students to develop skills and to contribute to the productive capacity of the nation.

The growth of vocational schools in the Philippines in the past ten years is given in Table 1.

TABLE 1. GROWTH OF VOCATIONAL SCHOOLS

School Year	*Trade Schools*		*Agricultural Schools*		*Fishery Schools*		*Total*	
	No.	*Enrol.*	*No.*	*Enrol.*	*No.*	*Enrol.*	*No.*	*Enrol.*
1939-40	27	10,721	23	7,640	*	—	50	18,361
1940-41	28	12,080	24	6,217	*	—	52	18,307
1945-46	23	4,398	20	5,962	*	—	43	10,360
1948-49	29	14,195	27	10,899	*	—	56	25,094
1953-54	32	29,287	31	14,129	*	—	63	43,416
1958-59	48	39,155	51	17,414	11	1,936	110	58,505
1959-60	47	36,407	52	17,631	13	2,688	112	56,726

* There were no fishery schools in the Bureau of Public Schools in these years.

A trade school and an agricultural school were created by the First Philippine Commission in 1901. The Philippine Legislature of 1927 approved legislation (Act No. 3377), which provided the major foundation for the present administration and development of vocational education. When war came in 1941 there were 28 trade schools and 24 agricultural schools. The equipment was removed and many of the buildings were destroyed during the war. War-damage funds rebuilt most of the buildings and replaced much of the equipment. This table shows that within a few years the vocational schools had regained their pre-war status, and that enrolments were increasing rapidly.

The Present Program of Vocational Education

TYPES OF VOCATIONAL SCHOOLS

There are four major types of vocational schools: trade schools, agricultural schools, fishery schools, and home industry centers. The first three are primarily secondary schools, with some post-high school curricula. The home industry centers are for adults or out-of-school youth.

The trade schools may be named schools of arts and trades, trade schools, vocational high schools, or technical schools. Their curricula will, in general, be the same. The agricultural schools may be named regional agricultural schools, rural high schools, or agricultural high schools, and maintain the same services to youth.

The regional agricultural school usually has a very large site and, as the name indicates, serves a region which often consists of several provinces. The agricultural high school is very similar to the regional agricultural school, except that it serves a smaller area, often a single province. The rural high school serves an even smaller area, usually has a smaller site, and does not provide living quarters for its students. Since many of the students of the rural high schools live at home and commute, they can often have projects at home.

The farm school and the farm settlement school are vocational agricultural schools at the elementary level. These schools are created to meet specific needs in areas where there have been no schools and where agriculture is the sole or major activity. They are considered temporary in nature, since it is expected that the normal plan of elementary school, general high school, and vocational school will be organized when population, finances, and number of students will justify the change.

Schools of fishery have been developed by the Bureau of Public Schools since 1957. Before that time, many of the fishery schools were demonstration centers of the Department of Agriculture and Natural Resources. They now offer a four-year secondary curriculum very similar to that of the trade school with the vocational portion of the course of study devoted to the cultivation, capture and preservation of fish.

Home industry centers are located throughout the nation to give training in home industry skills to adults and out-of-school youths.

A description of vocational training provided by the public schools is not complete without listing certain schools which are operating independently under the direction of the Department of Education, but not under the direction of the Bureau of Public Schools.

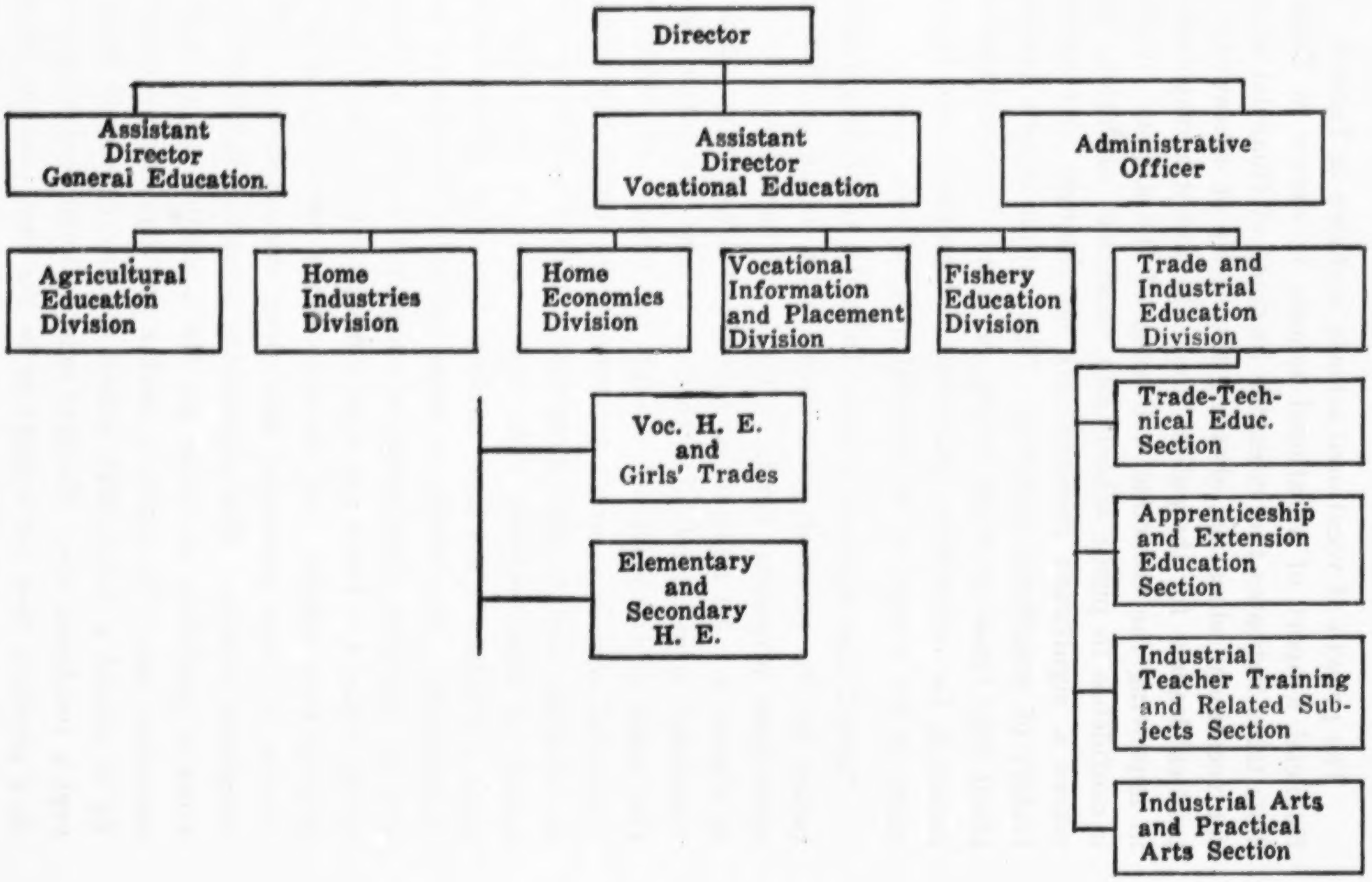
For many years the Philippine School of Arts and Trades located in Manila, and the Pampanga Trade School were the only public trade schools. Until 1958-59, the former was the major trade school in the Bureau of Public Schools, having the largest student body and the most diversified curriculum. It now accepts only secondary graduates. It was the only public vocational trade teacher-training institution until 1939. It plans to specialize in teacher-training in the various trade areas.

Central Luzon Agricultural College in Nueva Ecija has served the same function for agriculture since 1907. It has had an enviable record of success in training students. It continues to train at the secondary level, to have an agricultural teaching-training curriculum, and plans to institute a college-level agriculturalist training program. The Mindanao Agricultural College in Bukidnon and the Mindanao Institute of Technology in Cotabato are similar schools, with very similar programs of instruction and plans for the future. These schools will serve a major role in agricultural education in the Philippines. The program of teacher-training in these colleges will be particularly significant to the secondary school agricultural instruction. These schools (except M.I.T.) were all secondary vocational schools until acts of Congress made them independent.

GENERAL ADMINISTRATION AND ORGANIZATION

The Bureau of Public Schools has a director, two assistant directors, and an administrative officer. One of the assistant directors is in charge of vocational education. The organization of the vocational activities in the General Office is diagramed in the accompanying Organization Chart. As this organization chart indicates, the assistant director for vocational education has the responsibility for the administration and supervision of all aspects of vocational training in the Bureau of Public Schools. This centralization of responsibility for vocational training has made it possible for vocational schools to progress rapidly and maintain uniform standards.

ORGANIZATION CHART — VOCATIONAL EDUCATION DIVISIONS


Director
Assistant Director General Education
Assistant Director Vocational Education
Administrative Officer
Agricultural Education Division
Home Industries Division
Home Economics Division
Vocational Information and Placement Division
Fishery Education Division
Trade and Industrial Education Division
Voc. H. E. and Girls' Trades
Elementary and Secondary H. E.
Trade-Technical Educ. Section
Apprenticeship and Extension Education Section
Industrial Teacher Training and Related Subjects Section
Industrial Arts and Practical Arts Section

The growth of vocational schools is shown in Table 1. The financial support of vocational schools is shown in Table 2. This table indicates the extensive increase of financial support for vocational education, showing the desire of educational and political leaders for the public schools to accept a responsibility in improving the economic well-being of the nation. It shows a confidence in public schools and vocational education, which places a significant responsibility on teachers and administrators of vocational education. The nation is now providing about four times as much money per pupil for vocational education as for elementary education, and probably five times as much as for a pupil in the general high school.

Table 2 also indicates a trend toward a much larger participation by the national government and a much smaller allotment from provincial funds. This is tabulated more in detail in Figure 3. An analysis of this trend toward more national vocational schools indicates that it results from two causes. One cause is the effort of educational leaders to create more vocational schools in order to increase the number of students in training, and to provide a more equitable regional distribution of these schools. The other cause is the activity of some politicians to get more national funds for schools for their constituents. The result of these forces is that there is not now an equitable distribution of vocational schools, as illustrated by Table 4. There are now some provinces which have no general high schools. All the schools which were general high schools in these provinces have been converted into national vocational schools. This creates the situation in which a province is providing no funds for the education of its youth of secondary age. No youth in such a province has an opportunity to attend a public high school for any course of study except a vocational one. To have only national vocational schools in a province does not appear to be the best possible situation for providing equitable and adequate educational services.

TABLE 2. EXPENDITURES FOR VOCATIONAL EDUCATION OPERATING FUNDS — 1948-49 AND 1958-59

School Year	*Source of Funds*	*Trade Schools*	*Agricultural Schools*	*Fishery Schools*	*All Vocational Funds*
1948-49*	Provincial Funds	254,434	—	—	254,434
	National Funds	330,008	1,256,992	—	1,587,000
	Other Funds	782,654	215,997	—	998,651
	Total	1,367,096	1,472,989	—	2,840,085
1958-59†	Provincial Funds	115,740	—	—	115,740
	National Funds	7,183,552	6,038,286	1,077,321	14,299,159
	Other Funds	1,735,914	583,787	107,813	2,427,514
	Total	9,035,206	6,622,073	1,185,134	16,842,413

*-† Fund Operation Statement, Program III — Vocational Education, Fiscal Years 1946-49; 1958-59

TABLE 3. INCREASE OF NATIONAL SUPPORT OF VOCATIONAL SCHOOLS

School Year	*Number of National Vocational Schools*	*Total Appropriation For National Vocational Schools*	*Average National Appropriation Per School*	*Average National Appropriation Per Student*
1939-40*	50	No Data Available		
1948-49†	50	1,473,730	29,474.6	58.73
1953-54‡	63	5,464,245	86,734.05	125.86
1958-59¶	113	17,769,804	157,254.9	303.73

*-¶ The Philippines' Public Supported Vocational Schools Under the Bureau of Public Schools (As of January 1, 1960), Appendix B.

TABLE 4. DISTRIBUTION OF NATIONAL VOCATIONAL SCHOOLS — 1959-60 IN SELECTED PROVINCES

Province	*Population*	*Number of General High Schools*	*Number of National Vocational Schools*
Iloilo*	960,000	20	8
Cagayan†	372,000	7	6
Isabela‡	354,00	6	4
Leyte¶	1,261,000	12	2

*-¶ Office of Statistical Coordination and Standards, National Economic Council.

The Vocational Trade Schools

Training for occupational competency for business and industry is provided in trade-industrial schools. These schools are located very convenient to the major centers of industry of the nation. There are 36,407 enrolled in these schools in 1959-60. Almost 6,000 were graduated from the four-year *secondary curriculum in 1959.* As indicated earlier, there are several types of vocational trade schools. These are described below.

SCHOOLS OF ARTS AND TRADES

As of this school year of 1959-60, there are 33 of this type of schools, including one nautical school, each headed by a superintendent. Most of these schools offer a three-year technical education curriculum, two-year special trade curriculum (secondary special) and the four-year secondary trade curriculum. Practically all of them were converted to schools of arts and trades from the secondary trade-school type by authority of Commonwealth Act No. 313 and subsequent Congressional legislations. With the exception of two schools (Antique and Marinduque), all of them charge tuition fees. Two of these schools (Cebu and Iloilo), in addition to the secondary trade level and technical education curricula, offer two teacher-education curricula, one for the preparation of industrial arts and practical arts teachers for the elementary and general high schools and another for teachers of trade and related subjects for the trade-industrial schools. All these schools are expected to serve the region where they are located. They have much more extensive training facilities, especially equipment and buildings, than the other types.

TRADE SCHOOLS

There are only four of these schools. They are headed by principals, and, with few exceptions, are under the administration of the division superintendent of schools where they are located. These schools offer a two-year special trade curriculum and a four-year secondary trade curriculum. They serve the entire province. With one exception, all charge tuition fees to augment their income for operational expenses.

VOCATIONAL AND TECHNICAL HIGH SCHOOLS

There are ten of these schools each headed by a principal. One-half, or five of them, are under the administration of superintendents of arts and trades in the province where they are located, and the other half are under the division superintendent of schools. They offer the same curricula that are offered by the secondary trade schools, with the exception of the Abellana Vocational High School located in Cebu, which may be considered a comprehensive high school because of its present curricula.

Table 5 indicates a very rapid growth of graduates in a large number of occupational areas. These occupational areas include the basic skills for industry in a modern industrial society. The desirability of this rapid growth of enrolment and graduates can be evaluated only in terms of the effective use of the graduates in the occupations for which they have been trained. Table 6 gives a tabulation of the employment of graduates of the trade schools in selected years in the postwar period.

This tabulation would indicate a very low efficiency in the use of persons trained. If this were further analyzed in terms of the effective use of the skills of those who were employed in occupations for which they were trained, an even lower effectiveness of the program of training might be indicated. It is always difficult to match the number of students graduated to the job opportunities. It is particularly difficult in a nation which is just beginning its industrial growth, in which a vocational school program is expanding rapidly and trying to prepare for the nation's increasing industrial manpower needs. A constant effort should be made to match trainee skills and employment demands. Information such as contained in Tables 5 and 6 should always be available for analysis, for development of curricula changes and guidance services.

TABLE 5. TRADE SCHOOL GRADUATES — 1948-49, 1953-54, 1958-59 *

Courses	*Graduates*		
	1948-49	*1953-54*	*1958-59*
Auto Mechanics	651	1,299	1,250
Building Construction	323	672	654
Furniture Making	352	533	622
Men's Tailoring	21	58	122
Ceramics	—	29	94
Stationary Engine Mechanic)	84	67	47
Marine Engine Mechanic)	18	97	74
Diesel Engine Mechanic)	—	—	13
Electricity	54	245	508
Drafting	36	148	186
Sheetmetal Work	40	39	3
Stenography and Typewriting	80	61	114
Machine Shop Practice	—	51	371
Welding	—	9	35
Radio Mechanic	6	120	108
Printing	—	—	43
Cement Trades	—	—	—
Home Economics)	627	1,469	1,670
Cosmetology)			
Handicrafts)			
Food Trades)			
Others	871	27	65
Total	3,163	4,924	5,979

* 1959 Trade School Statistics.

TABLE 6. EMPLOYMENT STATUS OF TRADE SCHOOL GRADUATES

Trade School Graduates	*Year of Graduation*					
	*1947-48**		*1951-52**		*1957-58*	
	Number	*Per Cent*	*Number*	*Per Cent*	*Number*	*Per Cent*
Employed in Occupations for Which Trained	753	43	1,199	31	Data Not Available	
Employed in other Occupations	451	25	916	24		
Total Employed	1,204	68	2,115	55		
Unemployed	102	6	246	6		
Continued to study	242	14	740	19		
Status Undetermined	210	12	779	20		
Grand Total	1,758	100	3,882	100		

* Taken from Tables 16 and 17, page 48, 48th Annual Report, Bureau of Public Schools.

Table 6 indicates that from 12 per cent to 20 per cent of the graduates have an undetermined status. If the employment status of these were known, the conditions under consideration might be improved. The large percentage in the category "continued to study" might be interesting to analyse. If they continue to study in a trade or technical curriculum, it would indicate an improved placement condition. If they were continuing to study in a liberal arts or professional school, it would indicate that they should not have been studying in a trade curriculum.

A more detailed analysis of trainee skills and employment opportunities might show that if there were an opportunity to graduate some students from the vocational schools after a training sequence of two years, and if the trainees with the major skills were older, much better placement might result. Recommendations related to these observations are made later.

THE TRADE SCHOOL CURRICULA

The revised four-year secondary curriculum for trade schools, which became effective in 1958 and which will be completely implemented by 1961-62, is given in Table 7. This is a well-developed curriculum, with clearly defined courses of study and helps for teachers. To achieve maximum results the students should be mature physically and mentally.

TABLE 7. TRADE SCHOOL CURRICULUM (Four-Year Secondary)

First Year		*Second Year*		*Third Year*		*Fourth Year*	
Subject	*Hours Per Week*	*Subject*	*Hours Per Week*	*Subject*	*Hours Per Week*	*Subject*	*Hours Per Week*
Filipino Language	3	Filipino Language	3	Filipino Language	3	Philippine History and Government	3
General Science	3	Philippine Life and Problems	3	Chemistry	5	Physics	5
Arithmetic	3	Algebra	3	Geometry	3	Industrial Mathematics	3
English	3	English	3	English	3	English	3
Drawing	5	Drawing	5	Drawing	5	Economics	3
Health & P. E.	3	Health & P. E.	3	Health, P. E. & P.M.T.	3	Health, P. E. & P.M.T.	3
		Materials	3				
Shopwork	15	Shopwork	15	Shopwork	20	Shopwork	20
Total Hours Per Week	35		38		42		40

The shopwork is in the area of the trade in which the student is specializing. In general the trade is one of his own choice. He is assisted, however, by the counselors in the school, but may be limited by the capacity of the shop and the existing enrolment. Following is a list of the trades which are most commonly offered by each trade school:

SECONDARY TRADE COURSES

- Automotive Mechanics
- Drafting
- Furniture and Cabinet Making
- Building Construction
- Industrial Electricity
- Radio Mechanics
- Machine Shop Practice
- Sheet Metal Work
- Welding
- Cosmetology
- Food Trades
- Dressmaking

Regional schools of arts and trades may offer advanced courses in the above and other trade areas. These are called technical trade courses, and usually require two or three years beyond the four-year secondary curriculum. A list of technical trade courses most commonly offered in most of the regional trade schools is given below:

- Automotive Technology
- Technical Furniture and Cabinet Making
- Technical Building Construction
- Electrical Technology
- Sheetmetal Technology
- Applied Electronics
- Cosmetology
- Food Trades
- Garment Trades

The courses will vary in different trade schools. These courses require extensive training, very complex projects, and exceptionally trained and experienced teachers. Extensive library facilities are necessary, for, obviously, much of this higher level of training is theoretical. This expenditure of time and effort is unfair to the student and inefficient for the school if it does not produce a very superior craftsman and a graduate who has an excellent chance for employment in his field of training. This type of training should produce foremen and creative craftsmen. Consideration probably should be given to requiring several years of trade experience before giving training of this nature, in order for the trainee to be able to receive maximum benefit.

Two of the trade schools now offer a four-year college course for training teachers. The degree of Bachelor of Science in Industrial Arts (B.S.I.A.) is granted when students have successfully completed the curriculum developed for training a teacher for industrial arts in the elementary schools or practical arts in the general high school. The degree of Bachelor of Science in Industrial Education (B.S.I.E.) is given to students who have successfully completed a curriculum for training teachers of trade subjects or related subjects for vocational trade schools. It is planned to offer similar curricula in other trade schools as soon as funds become available. These curricula appear to be quite satisfactory, and it is proper that teacher training is given by trade schools. Care should be taken, however, that no more teachers are trained than are needed. Teacher-training is considered in more detail in Chapter VI.

Most of the trade-industrial schools have a two-year special trade curriculum. This is a program of training in any of the trades being taught, provided for older and out-of-school youth and adults who cannot meet the usual entrance requirements of the school, and may not pursue the usual related or academic subjects, but who give evidence that they can benefit from shop trade training. Students are accepted at the beginning of each school year to the extent that facilities are available. This phase of the program might be expanded to offer short-term courses to meet immediate community needs, and to retain or extend training to former students or existing workers who need other skills. If such training is given, it should be very specific and meet the need in as short a period as possible, and be flexible enough to vary with individual and community needs.

MATERIALS, SUPPLIES, AND EQUIPMENT

The instruction program has suffered the handicap of all the Philippine public schools — lack of appropriate textbooks. Even though among all public schools the vocational school is in the most favorable position financially, the teachers and students are seriously handicapped by the dearth of instructional materials. The situation has never been observed in which each of the students has a textbook for each subject in which he is enrolled. A textbook for each student should be considered a minimum requirement. If the appropriateness of the text being used is considered, the condition appears even more difficult. These deficiencies have caused the extensive use of lecturing, much rote learning, very little individual participation, and a severe curtailment of the amount of materials covered.

The libraries in the vocational schools were found to be adequate and superior to those of other secondary school libraries. Furthermore, the general practice was to provide open shelves and often to keep the library open at night, during lunch periods, and sometimes on Saturdays, to increase its use. The administrative official had assured the librarian, who usually was well trained, that a reasonable loss of books was expected, and that he would attest that it was normal, and she should not be held responsible for such loss. This was much different from the practices in the libraries of many normal schools and general high schools.

The libraries usually needed additional books in certain trades. The many areas of instruction make a large number of books necessary. Furthermore, many trade areas are changeing in skills needed, and require a considerable number of periodicals and recent books. Many libraries lacked books and periodicals of a recreational or general nature, which are very valuable in creating an alert mind and a habit of extensive reading.

Considerable attention was given to visiting the science laboratories and classrooms. There was a general lack of equipment, resulting in a severe deficiency in individual experiments by the students, and in teachers' demonstration experiments. A series of science workshops is being held, which will be helpful; even so, the lack of equipment will continue to be a severe handicap.

Two schools with excellent science buildings and with classrooms and equipment which gave evidence of excellent instruction were visited. It is understood that the type of design for laboratories at these schools has been accepted as a standard, and similar facilities will soon be provided in all vocational schools (trade and agriculture) which have teacher-training programs. Science is especially important in vocational schools, and is universally recognized as of major importance in today's world. Mathematics is, of course, of equal importance. Mathematics does not require the equipment of a science course and probably depends less on a textbook than do most subject-matter areas. It does, however, require a master teacher. All test results indicated that the area of problem-solving (quantitative thinking) was a major weakness of most students.

The shops are, in general, well equipped, with modern machines and hand tools. Such equipment and tools appear to be well cared for and in good operating order. The program of ICA-NEC since 1951 has provided 6.4 million dollars and approximately 20 million pesos (counterpart and lump sum appropriation, and from regular appropriation of the Department of Education) for the support of the projects. A large portion of these funds was expended in purchasing items of equipment which are very expensive. Such equipment, of necessity, wears out, requires extensive maintenance, or must be replaced. It is suggested that plans be developed for meeting the needs of these large expenditures. This might be done by a replacement reserve, or by a major program of maintenance.

The program of instruction in the shops is severely handicapped by the lack of supplies and materials with which to work. Except in production projects, there were practically no supplies or materials. Training in skill development in any trade requires developing skills with many tools and repetition in performing a wide variety of operations. This process requires considerable amounts of supplies and materials, much of which is consumed during the training — one of the major factors which makes trade training costly. In some trades, such as auto mechanics, the activities are mostly related to analyzing an engine by disassembling and assembling it, and need not be particularly expensive in materials, once the necessary tools and engines have been provided. This particular trade is also fortunate in that discarded engines and chasses can provide useful training of early skills. Furthermore, automobiles in use may be available for repairs at no cost to the school. They may even bring income into the school for services performed, if the quality and speed of performance of the students and teacher justify it.

Training in sheet-metal work, machine shop, foundry, welding, and many other trades, requires a large amount of materials. Schools were observed where there was no gas for welding, no sheet-metal for tin-smithing, and no steel for machine-shop work. Standards should be developed for the quantity and nature of supplies and materials for shop instruction. Supervisors should then see that funds are budgeted and used for these items.

Trade Schools

STUDENTS

Students enter the trade schools after graduation from the sixth grade of the elementary schools. They are not eligible to enter until they are 14 years of age, but many children are now graduating from the elementary schools at age 12, some of whom do enter before they are 14 years old. Specific requirements exist as to academic achievement, mechanical aptitude, and physical fitness of students desiring to enrol. Interviews and tests are given to maintain these entrance requirements. The Filipino student is therefore forced to make a choice of his life occupation at the completion of the sixth grade, and often at the age of 14 or younger.

Observations of the homes of these children, particularly in the barrios, indicate that few students lived in homes or community environments where there were any appreciable numbers of electrical or mechanical devices which would have contributed to developing mechanical or electrical aptitudes. It would appear that some of the trades in which training is given in the vocational school would be completely unknown to many children with this background. It is not uncommon to see children, in the early years of their trade school experience, who are too small physically to handle efficiently or safely the tools and materials involved in their activities. These observations would indicate that there would be some decided advantages to the student and to the vocational school if the choice of an occupation and the beginning of the training could be at a time of greater physical and mental maturity.

There is another factor which supports the advantage of trade training at a later age. Some students now complete their trade training at an age when legal requirements and industrial practices do not permit their employment. These students may be less capable of obtaining a job or performing it satisfactorily, after one or two years of idleness.

Members of the Survey Team have been very favorably impressed by the ability of the Filipino youth to learn trade skills. Artistry, creativity, ingenuity and manipulative skills of high quality are in evidence in teachers and students. It is very impressive to see the native skill in some of the primitive wood carvings, and to observe the manufacture with crude tools of high-quality scissors, musical instruments, or abaca products.

There are other aspects of training which must be considered for the good of the individual and for the effectiveness of his life. These have been adequately recognized in the objectives of secondary education, but often must be taught more subtly than can be outlined in a course of study. They have been stated as "to inculcate moral values," "to develop an enlightened, patriotic, useful and upright citizen," and "to instill habits of industry and thrift." Much of this must be taught by precept and example. There must always be an alertness on the part of teachers to provide personal examples of honesty, industry, leadership, and citizenship. These virtues can often be taught much more effectively in relation to shop achievement student relationship, respect for quality, and efficient use of time. Opportunities should be developed for leadership activities and citizenship responsibility. Club activities and extracurricular projects are often a valuable adjunct for such training. The Survey Team has observed school programs, activities of the "Junior Shop Guild" and other examples in which students had the opportunity to grow in citizenship skills. Musical programs and dances, which represented high standards of performance and extensive achievement, have been enjoyed. Cases have also been noted where poor standards of workmanship were accepted and where lack of cooperativeness prevailed, which were very detrimental to training for citizenship.

THE TRADE SCHOOL TEACHER

The reason for the existence of any educational program is for instruction. If the instruction is effective in developing the skills to which it is dedicated and if it achieves the objectives for which it was created, then the school is successful. The achievement of many trade school graduates indicates that the vocational schools have accomplished much by their programs of instruction.

If we accept the statement that instruction is the vital phase of a school program, then it certainly follows that the teacher is the major factor in this vital phase. To offset the scarcity of textbooks, equipment, and materials for instruction, the caliber of the teacher becomes extremely important. Extensive training considerable experience, and innate teaching ability are the major factors in overcoming such handicaps. The tabulation of training of trade teachers (Table 8) indicates that teachers who have been employed in recent years are, in general, better trained. The percentage with degrees would be higher than for trade teachers in the United States. A general requirement in the United States for trade teachers is at least six years experience in the trade they teach. This trade experience and the equivalent of approximately one year of college training of trade teaching techniques are the general minimum requirements of trade teachers in America. College training is often taken in summer school or trade extension classes given at night or on Saturdays for new teachers. The lack of trade experience is a definite weakness in the trade teachers in the Philippines. It appears that many teachers do not know the actual working conditions of the trade which they teach. If the program of instruction in the trade school is to train the student adequately for the type of employment available, the teacher should have trade experience.

TABLE 8. EDUCATIONAL QUALIFICATIONS OF TRADE TEACHERS

	1949-1950		*1953-1954*		*1958-1959*	
Training	*Number*	*Per Cent*	*Number*	*Per Cent*	*Number*	*Per Cent*
Master's Degree	2	.5	2	.3	17	1.5
Bachelor's Degree	16	3.6	216	29.6	432	38.6
No Degree	425	95.9	512	70.1	671	59.9
Total	443	100.0	730	100.0	1,120	100.0

There is no simple solution to the problem of teachers short on trade experience. Many persons with trade experience in the Philippines could not operate much of the equipment in the vocational shops. Local industry has not advanced to a point where modern power equipment is in general use. The desirable solution would be to employ teachers who had both trade experience and college training. But there are not enough persons in this category and, where they might be available, the salary scale for teachers does not make it possible to attract them to teaching positions. Leadership for vocational education has recognized this difficulty and has attempted to remedy it by having trade teachers get experience in industry by working during the vacation period or during an annual leave from a teaching assignment. It is urged that continuous efforts be made to have trade teachers get industrial experience.

Each teacher has a responsibility for improving his effectiveness as a teacher. In addition, administrators and supervisors have a responsibility to help teachers improve the teaching program.

SUPERVISION AND ADMINISTRATION

The trade school offices often have the following staff:

Administrative-Supervisory
- Superintendent
- Principal
- Head Vocational Department
- Head Related Subjects Department

Property-Financial Services
- Audit Clerk
- Property Clerk
- Disbursing Clerk

Clerical Services
- Secretary-Stenographer
- Clerk-Typist

Other Services
- Watchmen
- Custodians

Some schools have persons classified as registrar, coordinator, bookkeeper, or administrative assistant. In school year 1958-1959, trade schools varied in size from 129 to 2883 students, an average of about 750 students. The staff remains the same in most instances. It is believed that the staff is too large for the smaller schools. It is suggested that flexible standards be developed and the staff be assigned on the basis of school needs.

The head of the vocational department and the head of the related subjects department should be supervisors, and should be responsible for the quality of the instructional program. They should have special training and should have proven themselves to be master teachers. They should teach at least one class. It should not be necessary to have a full-time supervisor for fewer than 40 teachers. Sufficient clerical personnel should be available so that supervisors should not have to perform clerical tasks. Skillful supervision can do more to maintain good instruction than any other known practice. It is, however, a most difficult assignment. Many excellent craftsmen and even some good teachers cannot be successful supervisors. Such deficiencies should be recognized, and it should be possible to remove a person as supervisor if he is not able to help teachers improve their instructional skills.

The assignment of personnel for property and financial responsibilities appeared to be particularly generous in many trade schools. In the interest of economy and good management, the staff should carry a reasonable workload, which will require fewer personnel in a small school and more personnel in a large school. This practice would be similar to requiring an approximately equal teacher-pupil load in all schools.

BUILDINGS AND GROUNDS

The schools visited and the various reports consulted indicate that trade schools have satisfactory sites. In localities where large growth is expected in the future, consideration should be given to further expansion of the site. The standard of eight hectares for general high schools should be satisfactory for trade schools. If the site is larger than necessary for the present school program, the excess area should be leased for approved purposes which will help the school financially. The grounds in general are kept in an attractive manner.

The buildings vary considerably in attractiveness, durability, and utility. There is often evidence of rotting, rusting, and general deterioration. Some buildings were observed where equipment was in danger of deterioration due to faulty roofs. Painting the buildings at regular intervals would be an economical practice. It would lengthen their usefulness and make them much more attractive.

Classrooms were observed in which a proper ceiling would have provided heat insulation and acoustical properties. The sanitary conditions in many buildings is quite unsatisfactory. The odor, the uncleanliness, and the plumbing fixtures which do not operate, cause a possible health hazard, and seem inexcusable in a school which teaches health, citizenship, and plumbing.

Certain standards should be maintained in order for buildings to have a longer life, provide a good learning environment, and meet satisfactory health conditions. It would seem economical to spend some of the money scheduled for new buildings in solving some of these maintenance problems.

PRODUCTION IN TRADE SCHOOLS

Production projects are accepted in many of the trade schools. This is particularly true in the woodworking, auto mechanics, and building construction trades. Production may help provide materials for instruction, bring in funds to help with other operating costs, and give the students a real insight into working conditions of the trade. When these are the results, then production in a school shop is good and should be encouraged.

Production in a school shop may, however, be detrimental if it fails to provide the operations the students need, and if it occupies so much space and requires so much machinery-time that students cannot perform other tasks. The product may be of such a design, or the quality of workmanship such, that it is not a good influence on the learner. It may wear out machinery and tools, so that it may be very costly to the school over a number of years. All of these factors were observed at times in visits to trade schools.

Where production can aid instruction, it should be sought and carefully planned so as to give the best experiences to the students. When no funds are available for instructional supplies some compromises might be made, and production that does not afford maximum training might be accepted. But these compromises should be made with full knowledge of their relation to training and their effect on tools, equipment, and students.

A major aim of every trade school teacher should be to develop an appreciation of design, quality workmanship, and skilled production. Certain production projects are unattractive in design, and the workmanship is not of good quality.

The most common example is the production of desks for schools in the provinces. These desks are deficient in design, with rough edges, nail heads exposed, lumber often cracked from nails, and are either unfinished or very poorly finished. This will tend to establish a standard of quality in the mind of the student which may make him incapable of producing the quality of product that would develop a successful tradesman. In talking with teachers, the Survey Team felt that some teachers did not maintain or appreciate a satisfactory quality of workmanship. The importance of standards of quality and attractiveness of design cannot be too strongly emphasized. The purpose of trade training is to increase the economic well-being of the people. This cannot be done in the Philippines until the nation produces articles for world trade which are marketable internationally. Foreign marketing requires an attractive design, quality of workmanship, and production so efficient that competitive prices are possible.

The Vocational Agricultural School

The Philippines exists on an agricultural economy. Large areas are devoted to agriculture, and the growing season extends through all twelve months of the year, with ample rainfall for many crops. The country is growing in industrial development, but much of its manufacturing is the processing of articles from agricultural and forest products. Even with such favorable conditions, the nation has imported foodstuffs to a rather large extent during most of its recent history.

In the balance so often found in nature, the same rains that water the crops leach valuable fertilizing factors from the soil. The same favorable temperatures and humidity which produce growth of crops also produce vigorous weeds, numerous parasites, and harmful bacteria and pests. The warm climate and humidity also make the Filipino farmer less energetic than his contemporary in a temperate region. All these factors indicate a vital need for efficient methods of farming, even in this veritable paradise of plant life. Vocational agriculture can serve a very valuable function in such an environment.

Vocational agriculture is taught chiefly in 51 vocational agricultural schools located in 40 provinces. These schools are distributed throughout the Islands. Vocational agricultural schools have increased from 27 to 52 in the past years, and the enrolment has grown from 10,899 to 27,631 in this period. This growth is shown in Table 1.

There are three schools with slightly more than 800 enrolled, and two with fewer than 100 enrolled. The median school has an enrolment of 346 (average attendance: 283). The vocational agricultural school has been the best supported of all the public schools of the nation. In recent years, approximately 10 per cent of its funds have come from farm production, 3 per cent from student fees, and the remainder from national appropriations. There are several types of vocational agricultural schools.

NATIONAL REGIONAL AGRICULTURAL SCHOOLS

As of school year 1959-60, there are 13 of these schools, each headed by a superintendent. All offer a four-year secondary agricultural curriculum. They are allowed to offer short specialization courses in farm mechanics and in specific aspects of crop and animal production to secondary school graduates, if conditions in these schools warrant. In addition, however, two of these schools (Baybay National Agricultural School in Leyte, and Mountain National Agricultural School in Trinidad, Mountain Province) offer the teacher education curriculum for the preparation of agricultural teachers for the elementary and secondary schools, and two others (Roxas Memorial Agricultural School in Guinobatan, Albay, and Camarines Sur Regional Agricultural School in Pili) offer the two-year technical agricultural curriculum above the secondary level. All these schools are expected to serve a region, that is, the provinces surrounding the one where the school is located. Generally, they have extensive areas and comparatively more equipment and other training facilities.

NATIONAL AGRICULTURAL SCHOOLS

As of school year 1959-60, there are 26 of these schools, each headed by a principal. Practically all are under the administration of the division superintendent of schools where they are located. These schools offer only a four-year secondary agricultural curriculum, and are expected to serve only the province in which they are located. They have less extensive area (school sites) than the national regional agricultural schools.

RURAL HIGH SCHOOLS

There are 13 of these schools, each headed by a principal and, like the national agricultural schools, under the local division superintendent of schools. They offer a four-year secondary agricultural curriculum and serve only the municipality or the immediate surrounding municipalities within a province. The school sites are limited, ranging on the average from 18 to 50 hectares. The students in rural high schools do not reside in the school. Some of the members of the staff may be provided with housing facilities. Unlike the two other types of schools, practically all rural high schools charge tuition fees to augment their operational expenses.

TABLE 9. FINANCING AGRICULTURAL SCHOOLS—OPERATING FUNDS

School Year	*Source of Funds*				*Expenditure per pupil*
	National Appropriation	*Fees*	*Other**	*Total*	
1948-49	₱1,257,000	₱216,000	0	₱1,473,000	₱137
1953-54	3,332,000	175,000	313,000	4,020,000	278
1958-59	6,055,000	222,000	409,000	6,686,000	383

* Chiefly profits from sale of agricultural and animal products.

A considerable amount of instruction in agriculture is given in the elementary schools and general high schools. This program of instruction reaches about 75 per cent of all the 7-10 year old children, 50 per cent of all 11-12 year old children, and 10 per cent of all 14-17 year old youths. It serves to give them some insight into methods of working the soil and an appreciation for farming.

There are many factors which make the program in the fifth grade and the program in the high schools very ineffective. The greatest handicap is the lack of well-trained, experienced teachers of agriculture. There is also a lack of adequate tools, insufficient available land, and a lack of working capital. The time and effort given to training students in these grades in agriculture could be of great service in improving agricultural practices. However, it is very doubtful that many of the teachers involved know good practices well enough to have any great effect on the children and the agricultural practices in their homes. If teachers were better trained and if better supervision of agricultural instruction were provided there could be a significant improvement in agricultural practices in the barrio farm.

The vocational agricultural school, however, is the educational facility for really developing skills for the increase of food products and agricultural raw materials for the nation. It has been shown that 52 of these schools are well distributed throughout the nation. At present (1959-1960) there are over 17,000 students in these schools, and there will be almost 3,000 graduates. There have been about 16,000 graduates of these schools since the war. There will probably be another 16,000 graduates in the next five years. These graduates could double the food production of the Philippines, but several conditions would have to be met for them to have this impact upon the nation's productivity. The graduates would have to learn skillful agricultural practices and be able to use them. They would have to go into farming activities. They would have to have the capital and facilities with which to produce.

There is no exact measurement of the degree of learning taking place in the agricultural schools. Consideration has been given to the curriculum, and it is believed in general to be quite adequate. The facilities of the schools in general are satisfactory in tools, equipment and land. The teachers in general are well-trained. Records of production are not complete, but many of those which are available show good production achievement.

The fact that the graduates must engage in agriculture to help the nation's good production is obvious, and can be measured quantitatively. Table 10 gives the results of a follow-up of a large per cent of the graduates of 1955-56 and 1956-57.

TABLE 10. EMPLOYMENT OF VOCATIONAL AGRICULTURAL SCHOOL GRADUATES

Employment Status	*1955-56*		*1956-57*	
	Number	*Per Cent*	*Number*	*Cent Per*
Full-time farmer	333	15	364	17
Part-time farmer	206	10	237	17
Allied Occupation	154	7	130	6
Continued Agriculture Study	274	13	296	14
Homemaking	183	8	223	11
Non-Agricultural Employment	220	10	103	5
Continued Study, Non-Agriculture	387	18	379	18
Unemployed	133	6	141	7
Unaccounted for	288	13	244	11
Total	2178	100	2117	100

Table 10 indicates that an average of 16 per cent (about 350 graduates) enter full-time farming each year. It has been estimated that "there are 1,635,000 farm operators in the Philippines" and that "55,000 beginning farmers are needed each year as replacements for those who die, retire or quit farming." [1] Thus, the agricultural school from a quantitative aspect is only 15 to 20 per cent effective, and if the qualitative effect were measured, this percentage would decrease. It is obvious that the agricultural production problem is far from being solved by the agricultural school graduates.

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[1] Oleen Hess, "Suggestions for Young and Adult Farmer Education in the Philippines" (unpublished paper, August, 1959, Bureau of Public Schools).

Studies have been conducted to learn why more of these students did not go into farming. The reason most often given is that they had no land or no funds to purchase land, carabao, or tools. Many graduates reported that they wished to continue studying. Many of the reasons given could be interpreted as meaning that the student did not have sufficient interest in farming to solve the problems related to successful farming. Studies should continue to be made of the activities of graduates. The data should be carefully analyzed and the program of school activities changed to improve the impact of the graduates on the nation's agricultural production.

It has been reported that some agricultural students make enough money from their farm projects to enable them to leave the school with considerably more money than they had when they entered. It would be interesting to know if these students continued farming. If they did, an in-school program that provided more financial success during the training period might produce more actual farmers.

THE AGRICULTURAL STUDENT

The students in an agricultural school, like those in a trade school, enter after graduation from the sixth grade. They are therefore rather immature physically and mentally for the serious and arduous task of learning to farm. Most of them have lived in farm homes or barrio homes and have had close contact with Philippine farming. They have also studied agriculture in the fifth grade, so that they are not entirely new to farm activities.

Enrolment trends and the employment records of agricultural school graduates indicate that hundreds of these students do not enter farming. One of the major problems of agricultural vocational schools is to develop within the student a realization of the importance of farming and a desire to become a good farmer. It has been mentioned that probably one of the best means of doing this is to make him a successful student-farmer. This requires a very talented and hard-working faculty. Student club activities can often help in this aspect. The Future Farmers of the Philippines might become as important a factor here as the Future Farmers of America has been in the United States. This club can also serve very effectively in developing character and in training for leadership. It requires very intelligent and active adult leadership to achieve these goals. The Division of Information and Placement might include the sponsoring of these clubs in its guidance and placement activities.

THE AGRICULTURAL SCHOOL INSTRUCTOR

The teacher in the agricultural school is the same essential factor in the learning process that a teacher is in any school. Since agriculture is so important in the Philippines, the agricultural teacher is one of the most important citizens. Table 11 indicates that agricultural teachers are, in general, well-trained, and that the percentage of teachers with degrees is increasing. The number with advanced degrees should increase considerably in the teacher-training institutions and in the institutions which are giving post-secondary level instruction.

TABLE 11. EDUCATIONAL QUALIFICATIONS FOR AGRICULTURAL TEACHERS

Training	*1948-49*		*1953-54*		*1958-59*	
	Number	*Per Cent*	*Number*	*Per Cent*	*Number*	*Per Cent*
Master's Degree	0	0	3	1	20	2
Bachelor's Degree	273	66	467	79	922	88
No Degree	142	34	120	20	100	10
Total	415	100	590	100	1042	100

There is no information as to the experience of the vocational agricultural teachers as successful farmers. It is believed that these instructors should have had extensive successful farming experience.

A number of in-service training activities have been developed, and these should prove highly beneficial in improving instruction. Workshops, demonstrations, and written materials should be used as extensively as practicable for sharing good practices. ICA participants will, of course, be able to share some of their overseas training experiences.

THE PROGRAM OF INSTRUCTION

Much of what was said about instruction in the vocational trade school can be said about the vocational agricultural school. A curriculum which gives help to the teacher and provides guide-lines for maintaining standards has been developed. The four-year secondary program of studies is outlined in Table 12. This is a very complete program in terms of the number of hours per day. If the assignment is done in a five-day week, the daily program averages somewhat as presented in Table 13. This table also compares the agricultural school program with the program of studies in the general high school and the trade school.

TABLE 12. PROGRAM OF STUDIES — SECONDARY LEVEL VOCATIONAL AGRICULTURAL SCHOOLS

Subject	*First Year Min. Per Day*	*Second Year Min. Per Day*	*Third Year Min. Per Day*	*Fourth Year Min. Per Day*
Filipino Language	40	40	40	40
History	40 Phil.			40 Phil. & World
English	40	40	40	40
Science	40 Gen'l	80 Biol	80 Chem.	80 Physics
Mathematics	40 Arith	40 Alg.	40 Geom.	
Health & Physical Education	40	40	40	40
Agriculture Theory	80	80	80	40
Farm Mechanics or Home Economics	40	40	80	80
Farm Practice	400 hrs/yr	400 hrs/yr	600 hrs/yr	600 hrs/yr

TABLE 13. DAILY PROGRAMS OF VOCATIONAL SCHOOLS AND THE GENERAL HIGH SCHOOL

Type of School	*Average Hours Per Day*			
	First Year	*Second Year*	*Third Year*	*Fourth Year*
General High School	5 1/3	5 1/3	6	6
2-2 Plan High School	5 1/3	5 1/3	6	6
Trade School	7	7 3/5	8 3/5	8
Agricultural School	8	8	9	8 1/3

A study of this program of study justifies the following conclusions regarding the agricultural school curriculum:

1) The eight or nine subjects in each day's program gives a student an exceedingly heavy schedule.

2) There is not sufficient time for proper study and preparation to pursue all these subjects successfully.

3) It would appear that the agricultural school student is carrying the agricultural studies in addition to the general high school's academic curriculum.

The vocational agricultural school suffers the same lack of textbooks and reference materials, adequate equipment, supplies and instructional aids as the trade schools do. This was particularly observed in the science classrooms.

Activities in the shop and field are much better equipped. These activities have received large amounts of funds from national appropriations and international aid. The schools should use the heavy equipment to develop an appreciation in the student for its effectiveness. Also, such equipment should be used to save teaching time on projects. It would be inefficient to train a large percentage of the students to farm with such equipment because it will not be available to most students after graduation.

BUILDINGS AND GROUNDS

In general the sites of the agricultural schools appear to be well chosen and sufficient in area. In fact, many of the schools appear to have too large a site for instructional activities only. Some schools have such large areas under cultivation that the care given to the area is not sufficient to produce the best possible crops. In some areas, the fields and projects do not represent the best examples of farming. Areas were observed where commercial farms on the other side of the road were much better cared for than the schools' projects. All school projects should be an example of the best. This will have the greatest impact on the student and the community.

However, the very large areas of the schools are an asset, and will be even more valuable in the years ahead. Agricultural school sites should be carefully studied and divided into several categories:

1) An area of the school site should be designated to be used directly and solely for instructional purposes. The size of this area would depend upon the enrolment of the schools, the nature of the crops, and the nature of the land. Obviously, it would have to change as the enrolment fluctuates, the crops are changed, or the land conditions vary. Yet it could always be designated and maintained rather stable.

2) An area should be set apart for student projects where students are working as supervised farmers. The individual plots assigned to students should vary with the type of crops to be cultivated and the ability of the student.

3) An area should be designated for production, and as a farm observation area. This should be entirely separate from the instructional area, except that the students may work as paid employees if they have time. It should be managed separately by a very capable farmer. It should use the very best methods and should make money for the school. If such a project area can not make money, it will probably indicate to the students that farming is not a profitable occupation.

4) If there is an area which can not be used in a school production activity and is not necessary for instruction, then it might be rented on a share-crop basis. If this is done, the renter should be required to use good farming methods, and he should receive enough assistance so that he can be a successful farmer. This is necessary so that the school may always be in a position to prove that farming is a profitable occupation.

5) There may be areas which are not suitable for agriculture. Where these exist, an effort should be made to develop forest projects or other activities to show that, almost without exception, land areas can be made profitable.

All the uses of areas as described above have been observed in various schools. However, if the better practices in some schools were followed in all schools, there would be more effective land use.

The buildings in the agricultural schools are, in general, well kept and provide sufficient space for the necessary activities. However, they are not maintained so that they will last many years. As suggested for the trade school buildings, a program of painting would do much to preserve the buildings by preventing rot and rust, and it would also enhance their general appearance.

Many of these schools provide attractive houses and yards for faculty members at no cost. The house, the yard and the possibility of garden, field or animal projects place the teacher in an agricultural school in a better financial status than other teachers in the public schools of the Philippines.

SCHOOL ADMINISTRATION AND SUPERVISION

The vocational agricultural school is, in many respects, the most important school in the Philippines, and the most important activity of the nation. This very strong statement is made because about 61 per cent of the people depend directly upon agriculture, and probably an equal per cent of business and industry depend upon agricultural products.[2] Therefore, the most effective means of improving the nation's economy is to increase agricultural productivity. If these statements are true, then the administration and supervision of these schools are among the most important and responsible assignments in the nation.

The effectiveness of the supervision may largely determine the quality of the instructional program. The heads of departments have the major responsibility in this assignment. The superintendents and principals should be assisted by supervisors from the General Office in evaluating, assigning, and training these local supervisors. The agricultural school has a position which is not found in other vocational schools, that of farm manager. This is a very important position. It should be held only by a person who has proven his ability to manage a farm so that it will produce a profit, and to provide well-kept fields and projects.

PRODUCTION IN AGRICULTURAL SCHOOLS

Schools of agriculture are to train students in agricultural production. It is necessary, therefore, to produce. But the products have value, and the sale of these products can contribute to the financing of the school. Table 14 gives the production records for school years 1948-49, 1953-54, and 1958-59. Some very interesting conclusions can be drawn from this tabulation:

1) Production has increased by more than 1,000 per cent in the last ten years. This might be explained by a number of the following factors:

a. More schools and more students
b. Better equipment
c. Improved methods and additional production projects
d. More stable conditions, which permit more attention to production

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[2] Philippine Statistical Survey of Households Bulletin. (Series No. 3, October 1958, NEC-BPS, Manila).

2) Animal production was a little over 10 per cent of the total production in 1948-49, but it is now over 50 per cent.

3) A study of the many varieties of crop and animal production projects indicates an interest in new products which may be quite significant in the years ahead. Land planted in citrus, coffee, rubber, and cacao trees may become very profitable.

Production should be carefully planned and supervised to be of maximum assistance to a school. A school's major objective is not to make money, and any production should contribute to instruction, or be operated entirely separate from the program of instruction in order not to interfere with it. With large land areas, the vocational schools can and should maintain extensive production projects. All production on school grounds, however, should provide an example of good agricultural practices.

TABLE 14. VALUE OF PRODUCTION—VOCATIONAL AGRICULTURAL SCHOOLS

Product	*Value in Pesos*		
	1948-49	*1953-54*	*1958-59*
Crop Production			
Palay	42,778	288,142	527,706
Other Field Crops	66,650	64,025	114,484
Fruits	3,474	—	51,816
Vegetables	21,077	663	65,750
Coconuts and Copra	11,799	8,026	44,673
Lumber & Forest Products	—	—	25,872
Total	145,778	360,856	830,301
Animal Production			
Carabao	5,700	2,920	298,165
Cattle	2,591	10,623	185,130
Swine	5,245	9,147	208,355
Poultry & Poultry Products	5,080	6,317	153,709
Fish	—	2,891	1,480
Miscellaneous	1,307	2,058	46,898
Total	19,923	33,956	893,737
Grand Total	₱165,701	₱394,812	₱1,724,038

Students should never be exploited for production purposes. They should have their own production activity, and they should be able to make a profit to prove to themselves the economic possibilities of farming.

The school should devise means to help the students sell their produce to an advantage. Plans should be developed so that all students may be accumulating tools, equipment, and animals, for use in establishing a farm after graduation. This practice is being carried out in a very satisfactory manner by some schools.

Summary and Recommendations

This survey study of the public schools of the Philippines has revealed a system of vocational schools which, in general, are well equipped, adequately distributed, and taught by a cadre of well-trained teachers. These schools are serving the nation well and will become an even greater factor in the national economy as industrialization continues. They are well administered by dedicated and energetic persons. The vocational schools are well-financed and well-equipped, and in this respect are superior to other Philippine schools. This is not a reflection upon the personnel of the other segments of the public school system. If the other segments were as well financed, they would undoubtedly be equally effective. But, regardless of the reason, the vocational schools are examples of the best in educational achievement in the public schools of the Philippines.

These facts are stated in order to give proper recognition to educational and Congressional leaders who have provided for these schools. This recognition does not indicate that these schools are perfect, that they have no additional needs, nor that some changes might not produce improvements. Persons who have worked most closely with them would be the first to agree to this statement.

It is assumed by members of the Survey Team that the major purpose of the study is to suggest guide-lines for im-

provements and continuing achievement, rather than to make a detailed analysis of achievements under difficult conditions. The basic suggestions for improving the program of vocational education are few and simple. Details which are more complex and much more extensive will be given. However, all the suggestions are presented as means to achieve the three basic recommendations:

1) Vocational education should be expanded so as to reach a much larger number of Philippine youths. It is not advisable to do this by creating more vocational schools.

2) There should be a much closer relationship between the general secondary schools and the vocational schools, with the general secondary schools doing a large percentage of the less technical phases of vocational training.

3) That the curricula of the vocational schools be revised into three phases: (a) a two-year program to train general mechanics or general agriculturalists; (b) an additional two-year training program, based on the initial two-year program, to develop more skilled tradesmen or agriculturists; (c) advanced study (probably three months to two years) to train technicians, specialists, or vocational teachers, the length of the training program to depend upon the nature of the occupation or skill.

THE EXPANSION OF VOCATIONAL EDUCATION

In school year 1957-58, there were 592,800 youths enrolled in the public and private secondary schools. The Census Bureau estimated that there were 2,046,800 youths 14 to 17 years of age in 1957. There are many students in the secondary schools who are under or over these ages, even though this is the normal age range. This would indicate that there are at least 1.5 million youths 14 to 17 years old not in school. Within six years most of them will be wage-earners, voting citizens, and homemakers. Yet they are not being trained to be efficient producers, good parents, or satisfactory citizens. In a democracy, where those who follow as well as those who lead must be trained, the problem becomes vitally important.

This analysis would indicate a need for expansion of vocational training. If all of the out-of-school youths were trained in vocational schools, it would take roughly forty times as many vocational schools as are now being operated. This would be economically impossible. It is believed neither necessary nor advisable to solve this problem by creating additional specialized vocational schools.

The most modern machinery and methods are used by some Philippine industries and on some farms. But the large per cent of agricultural and industrial activities use hand tools and methods which do not require the skills for operating complex modern machinery. Thus a large number of youths, should be trained in basic skills, and could be employed if they possessed these skills. Training of this type does not require costly equipment. It does require adequate hand tools, suitable materials, and well-trained, experienced teachers.

There is another factor which would indicate the desirability of extensive mechanical training of Philippine youth. In a nation not yet highly industrialized young people do not have wide experience with mechanical and electrical devices. Such devices are not normally found in their homes and are not often a part of their environment. A general training of skills and an appreciation of mechanical and electrical devices become even more important under these conditions.

The practical arts program of the fifth and sixth grades and of the first two years of the secondary school should develop a background of specific vocational training. Some experiences in agriculture, woodwork, metal work, and electricity should be provided during these years. However, it is not believed that specific vocational training should be attempted at this early age. The student needs to achieve more academic skills and to grow in mental and physical maturity, before having to make the choice of a vocation and to pursue specific vocational training.

The following recommendations are made:

1) Make an intensive effort to identify the most capable students and to keep them in school.

2) Develop vocational curricula for the third and fourth years of the 2-2 Plan high school which will provide employable vocational skills in graduates of these high schools.

3) Enlarge the program of adult education and the activities of the Home Industries Division to serve more out-of-school youths and adults.

4) Make vocational courses available to out-of-school youths, and adults.

RELATIONSHIP BETWEEN THE GENERAL HIGH SCHOOL AND VOCATIONAL SCHOOL

Since three levels or phases of vocational training are being recommended, with the high school performing a large percentage of the first phase, there must be a close coordination between the high schools and the vocational schools. Similar standards must prevail for similar courses. It should be readily possible to transfer from phase one in a high school to the next phase in a vocational school. There should be a common curriculum for phase one, with teachers of equal training and experience, with similar equipment and the same supervision.

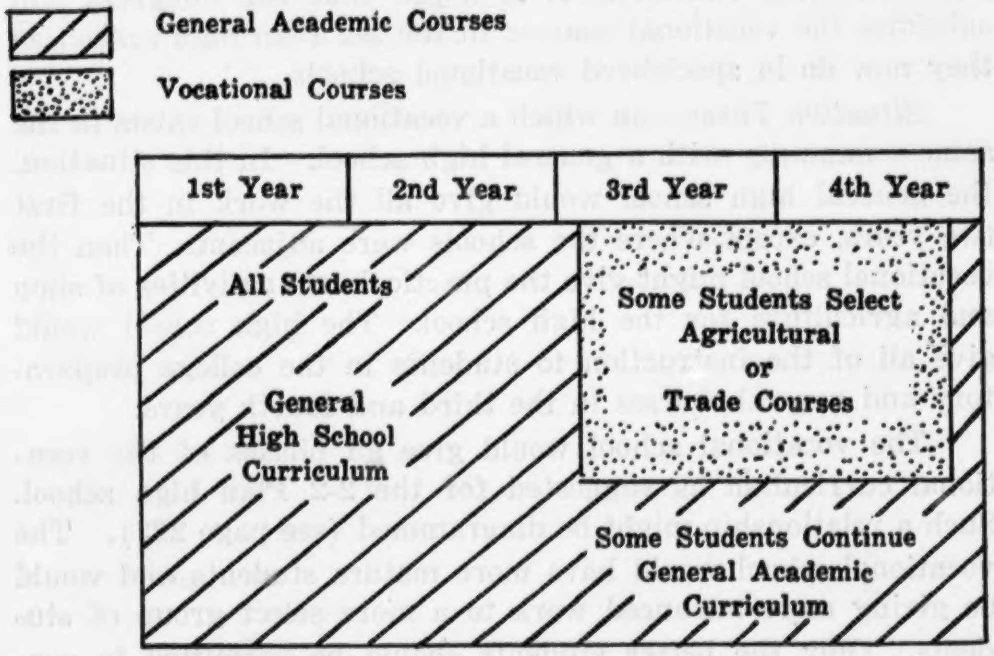
For this condition to be possible, it will be necessary to have the same administrative head of the high schools and the vocational schools in the General Office. Such a plan is suggested in the chapter on Organization and Administration. If secondary schools were organized in this manner, the following situations would exist:

Situation One—in which a high school exists that does not meet the standards for vocational training in the third and fourth years. This is a general high school. It should not be called a 2-2 Plan high school. The graduates from such a high school could not enter an advanced phase of training in a vocational school. The curriculum would offer general liberal arts and college preparatory courses. It is hoped that such a high school would teach practical arts—agriculture, shop and home economics—but it would not be vocational, and should not be so recognized. Students in such a school would have to transfer to a vocational school or a 2-2 Plan high school after the

second year if they wished vocational training. It is hoped that such high schools would change to the 2-2 Plan high school as soon as the prescribed standards could be met.

***Situation Two*—in which a high school does meet the standards for vocational training in one or more occupations. A plan for this type of high school has been developed in the Philippines. It is unique to the Philippines, and is quite adequate for meeting the needs for vocational training. It is called the 2-2 Plan high school, and has been adopted by the Board of National Education[3] and implemented by the Department of Education.[4] It has previously been described and commended in the chapter on secondary education. The 2-2 Plan high school would follow the course of study as given on page 124 (Chapter III). The teachers of the vocational curricula would be trained and experienced vocational teachers. They would meet the standards of the vocational school, and would be su-**

THE 2-2 PLAN HIGH SCHOOL


General Academic Courses
Vocational Courses
1st Year
2nd Year
3rd Year
4th Year
All Students
General High School Curriculum
Some Students Select Agricultural or Trade Courses
Some Students Continue General Academic Curriculum

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[3] Action of Board of National Education, meeting of May 15, 1957.

[4] The Revised Philippine Educational Program. Department of Education. Department Order No. 1, s. 1957.

pervised by vocational supervisors. A shop would be equipped with a standard inventory of equipment and materials. A vocational teacher would be in charge of not more than twenty-five students during any period. There would be a morning period of not less than three hours, and an afternoon period of not less than three hours. Students would take the vocational activity either in the morning or the afternoon, and during the other half day, would take academic and related subjects.

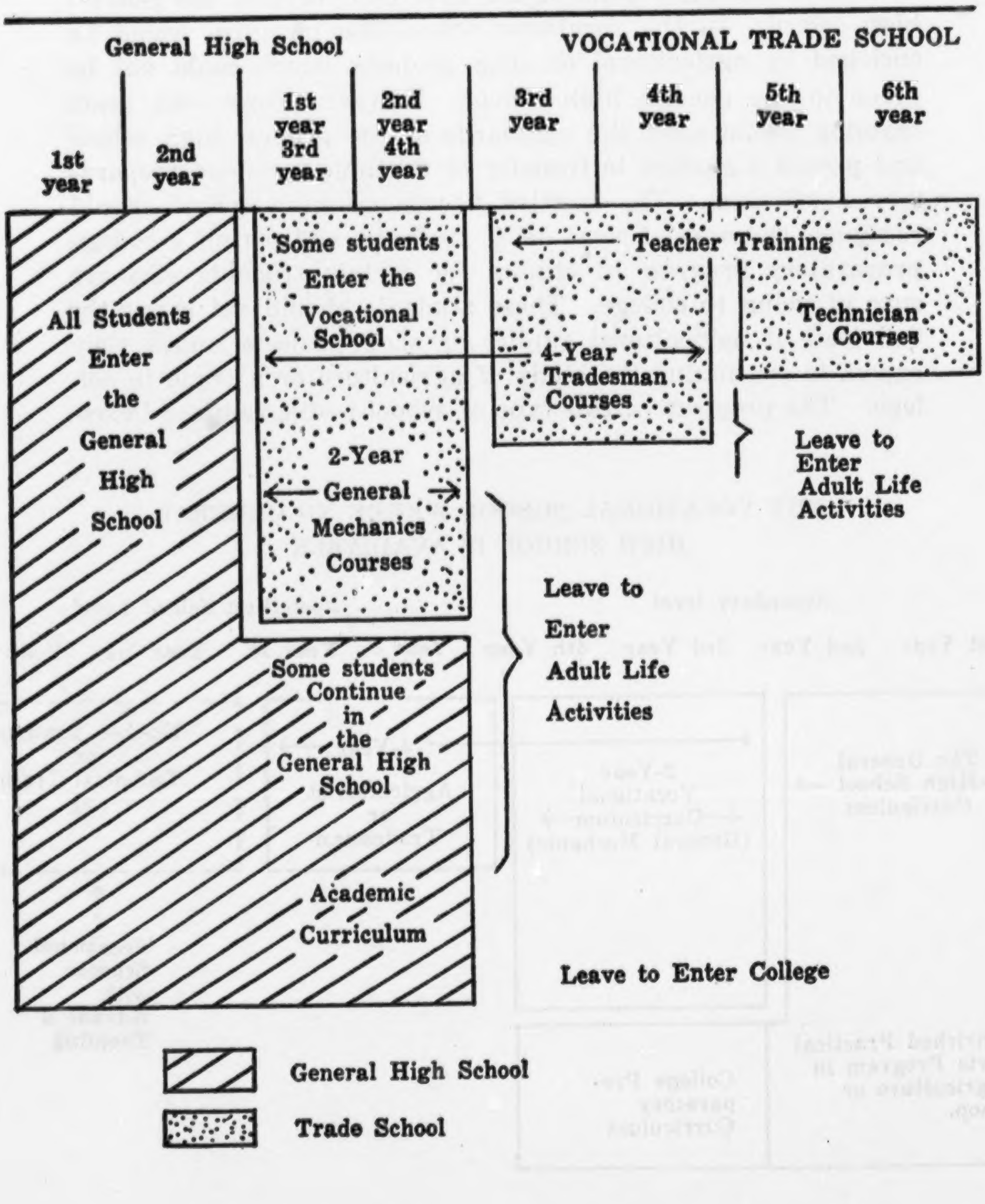
Some 2-2 Plan high schools would have one vocational course, some would have several. Which vocational courses and how many of them would depend upon the employment opportunities and the ability of the school to meet the standards for such courses. This is an aspect of the Philippine 2-2 Plan high school which also correlates with the community school of the Philippines. The school could serve the community as well as serve the youth.

Since the national government has committed itself to support vocational education, it is hoped that the Congress will subsidize the vocational courses in the 2-2 Plan high school, as they now do in specialized vocational schools.

Situation Three—in which a vocational school exists in the same community with a general high school. In this situation, the general high school would give all the work in the first two years, except where the schools were adjacent. Then the vocational school might give the practical arts activities of shop and agriculture for the high school. The high school would give all of the instruction to students in the college preparatory and general courses in the third and fourth years.

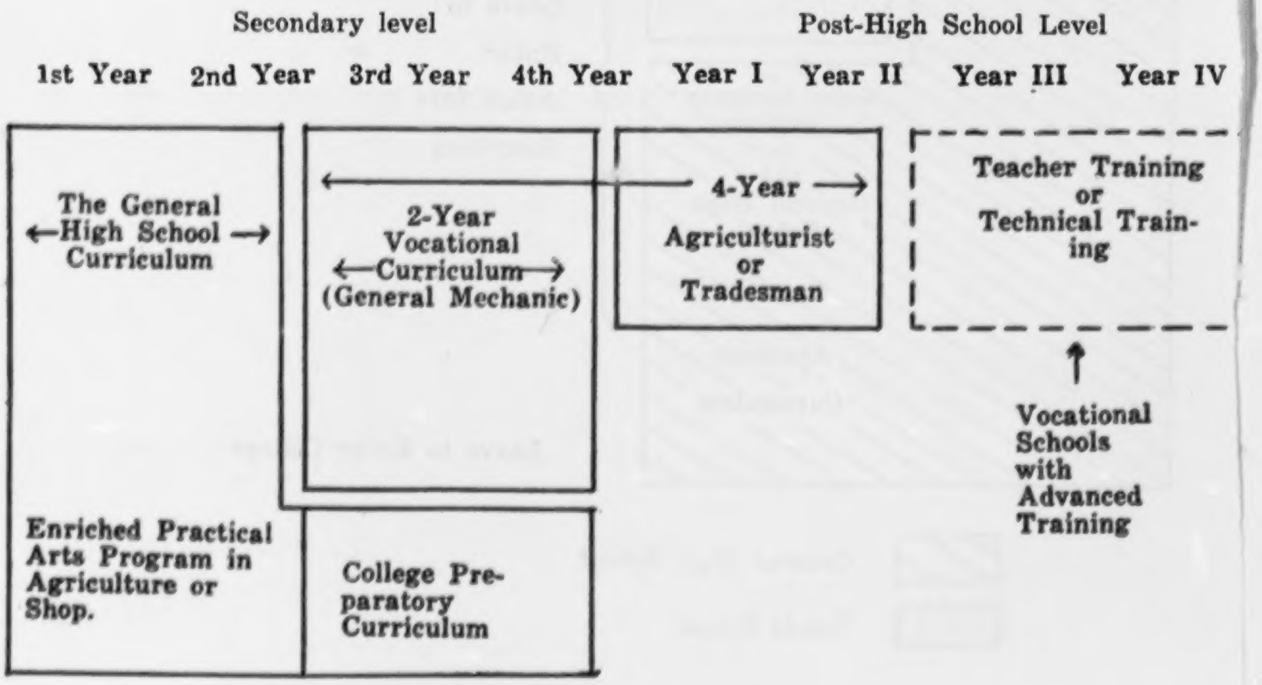
The vocational school would give all phases of the vocational curriculum as suggested for the 2-2 Plan high school. Such a relationship might be diagrammed (see page 223). The vocational school would have more mature students and would be giving more advanced work to a more select group of students. Only the better students should be permitted to continue in phase two. The better students from 2-2 Plan high schools in the area who had graduated from the vocational curriculum would also be accepted as students for phase two.

A GENERAL HIGH SCHOOL AND A VOCATIONAL SCHOOL IN THE SAME COMMUNITY


General High School
VOCATIONAL TRADE SCHOOL
1st year
2nd year
1st year 3rd year
2nd year 4th year
3rd year
4th year
5th year
6th year
All Students Enter the General High School
Some students Enter the Vocational School
Teacher Training
Technician Courses
4-Year Tradesman Courses
2-Year General Mechanics Courses
Leave to Enter Adult Life Activities
Leave to Enter Adult Life Activities
Some students Continue in the General High School
Academic Curriculum
Leave to Enter College
General High School
Trade School

Situation Four—in which there is a vocational school and there is no general high school. This is usually the case with vocational agricultural schools. The vocational school would then offer the curriculum of the first two years of the general high school. In the vocational school the program would be enriched by agricultural or shop projects which could not be given in the general high school. However, these two years training would meet the standards of the general high school and permit a student to transfer or continue a college preparatory curriculum. The isolated vocational high school should recognize the need of some of its students, and permit a college preparatory program of studies for certain students who are sure of going to college. These students should not carry the full load of agricultural studies or shop projects unless they expect to continuing the study of agriculture or a trade in college. The program of this type of school is diagrammed below.

THE VOCATIONAL SCHOOL WHERE NO GENERAL HIGH SCHOOL IS AVAILABLE


Secondary level
Post-High School Level
1st Year
2nd Year
3rd Year
4th Year
Year I
Year II
Year III
Year IV
The General ←High School → Curriculum
2-Year Vocational ←Curriculum→ (General Mechanic)
4-Year →
Agriculturist or Tradesman
Teacher Training or Technical Training
Vocational Schools with Advanced Training
Enriched Practical Arts Program in Agriculture or Shop.
College Preparatory Curriculum

"Situation Four" is similar to "Situation Three," except that in the former the total program would lie under a single administrator. It could not be the same as the present vocational school, however, for the courses of study must follow the 2-2 Plan curriculum design. Each two-year phase of the curriculum must be standardized so that it will be possible for students to transfer from one school to another and to pursue the more advanced phase of the same vocation if their work has been satisfactory.

For this relationship to function properly, it will be necessary to have a single national source of authority for the administration and supervision of all schools and all courses of study at the secondary and technical levels.

A Revised Program of Studies For Vocational Schools

The objectives of the schools of the Philippines have been well stated, and the implementation of these objectives have recognized these basic principles. The suggestions in regard to the program of studies is in principle an expansion of the 2-2 Plan secondary curriculum and a greater recognition of the *philosophy of the community* school. These creations of Philippine educational leaders are believed to be quite capable of meeting the objectives of the public schools of the nation.

In a discussion of some suggested changes in the program of studies, the following basic principles are followed:

1. A differentiated curriculum is necessary to meet individual differences and a variety of national needs.
2. The educational process should develop basic mental skills in all students.
3. The educational process should develop habits of thoroughness, respect for facts and a desire to continue to learn.

A THREE-PHASE PROGRAM OF STUDIES FOR VOCATIONAL SCHOOLS

The training for vocational competency is a serious, tedious and difficult task. Many factors contribute to its success. One major factor is the previous training of the student. This previous training should have been thorough, should have been extensive enough to have developed proper mental habits and should have given the student a basic reservoir of knowledge. The vocational student also needs a certain physical and social maturity to gain the maximum from a program of studies often requiring physical activities and the exercise of judgment.

The following recommendations are made with regard to pre-vocational training:

1. A student should have satisfactorily completed the first two years of high school before beginning the study of a vocation. This will provide the vocational classes with students who are older, who have had more extensive academic training, and who have a maturity which will enable them to more intelligently make a choice of an occupation for their adult life.
2. A better program of instruction in English, science and mathematics should be developed in the elementary schools and the first two years of high school.
3. There should be better trained teachers, and more supervision, of industrial arts and agriculture in grades five and six and secondary years one and two.
4. The practical arts activities (industrial and agriculture) in grades five and six and in years one and two of the high school should be restudied and organized to better serve as a guidance program in helping students acquire a broad experience related to many occupations. As an example: the shop activities should provide activities in woodwork, metalwork, electricity, the graphic arts and building construction. There should be some projects related to mechanical and electrical devices.

Special vocational training should therefore begin at the third year level of the secondary school when the student is 15 or 16 years of age. This more mature student should make it possible for the vocational schools to do more efficient teaching.

It has been suggested that the vocational program of studies be revised into three phases. The objectives of such a revision would be to develop a two-year basic training curriculum which can (1) be taught with a minimum of equipment, (2) be made available to a large number of students in many schools, and (3) which will give the student skills sufficient to meet general employment needs. Such a curriculum should make vocational training available to a much larger percentage of the youth of the nation. It would also be less costly since it would not require expensive power tools and machinery for this first two years program. It would also allow the present vocational schools to accomplish a more important task by serving a more select group of students in terms of vocational aptitude, interest, and achievement. This would also permit a more efficient use of the very expensive machines of the present well-equipped schools.

It is a basic assumption that any student taking a vocational course would not be preparing to enter college to pursue a profession, but that his objective would be an occupational skill. Purely college preparatory courses should not be required for vocational students.

Phase One of the vocational curriculum should consist of a two-year training program for the last two years of the secondary school. It should develop skills sufficient to meet the minimum employment needs in many of the basic occupations of the nation.

The following recommendations are made for the development and use of *phase one* of the vocational curriculum:

1) Determine the most basic employment needs of the nation. This can be found from employment records, industrial trends and agricultural needs. The following occupations are suggested for study:

Farming
Automobile repair
Building construction
Electrical work
Metal work
Wood work
Drafting
Beauty shop activities
Sewing
Clerical-Typing
Merchandising
Home Nursing

2) Make a study of these occupations in actual on-the-job situations to determine the minimum skills necessary for employment.

3) Develop a two-year program of studies to teach these minimum skills to third and fourth year high school students. This should include operations, tools, projects and related information with the necessary textbooks, manuals, and reference material.

4) Provide training for teachers for such an instruction program. This might be an in-service training program for present teachers, a program for training tradesmen to be teachers, or a program in the regular vocational teacher training curriculum.

5) Require students to take science, and mathematics related to their occupations, but not more than is necessary.

6) Require students to take classes which will train for good citizenship.

7) Permit elective classes to meet the interests of the students and to broaden their sphere of knowledge.

8) Consider the following as a program of studies for phase one:

PHASE ONE: PROGRAM OF STUDIES

Subject	*3rd Year, 2-2 Plan High School or Year I — Vocational Schools*	*4th Year, 2-2 Plan High School or Year II — Vocational Schools*
Philippine Life and Problems, Philippine History and Government	40 min./day	40 min./day
Drawing and Blue Print Reading	40 min./day	40 min./day
Health, Home Economics, P. E. and PMT	40 min./day	40 min./day
Electives: English, Science, Pilipino, Art, Mathematics, Music	80 min./day	80 min./day
Vocational Training	3 hours/day*	3 hours/day*

* This may be a longer period for training in farming.

9) Make the student eligible for a vocational high school diploma upon the satisfactory completion of the first two-year general high school curriculum and then a two-year vocational curriculum at the third- and fourth-year level.

Phase Two of the vocational curriculum would consist of a two-year program of studies in a vocational school which would give a student more advanced skills. It should be restricted to only those who have shown exceptional ability in the training of phase one, or who have been out of school working at an occupation and have demonstrated their ability to pursue successfully the phase two curriculum.

The following recommendations are made for the development and use of *phase two* of the vocational curriculum:

1) Develop a two-year program of studies to teach more specialized skills in the occupations for which training is provided in the phase-one curriculum. This would include the use and operation of machinery, power tools, equipment and materials for which there are employment possibilities in the more mechanized industry and agriculture of the Philippines. This additional two-year program of studies should include specialized skills for occupations which are not included in the *phase one* curriculum but for which there are employment possibilities. These occupations might be related to areas of training in phase one. They might be occupations for which training would not be satisfactory at an earlier age.

The following list might be illustrative of workers to be considered for phase two training:

Agriculturalist
Automobile Engine mechanic
Diesel mechanic
Cabinet-maker
Machinist
Architectural draftsman
Cosmetologist
Farm mechanic
Welder
Sheetmetal tradesman
Electrician
Radio repairman
Tailor
Practical Nurse
Barber

As industrialization continues in the Philippines other occupations will justify an extended training program.

2) These courses should not be given in all vocational schools. They should be given in schools where there are employment possibilities in the region served by the school. Training should not be given to more students than there will be employment possibilities.

3) Careful and complete follow-up should be made of each graduate of the *phase two* curriculum. The placement service should help place these graduates in productive jobs. These graduates should be aided in availing themselves of the law which permits them to obtain a bank loan to help establish themselves in farming or industrial production.

4) Students should be required to take academic subjects related to their training, and be permitted to take courses to develop leadership skills or to give them instruction in subject matter in which they have interests or special aptitudes. A diversified curriculum should be offered to meet these needs.

5) The following might be considered as a program of studies for *phase two:*

PHASE TWO: PROGRAM OF STUDIES

Subject	*Year III Vocational School*	*Year IV Vocational School*
All Electives*	10 one hour periods per week	10 one hour periods per week
English		
Algebra		
Geometry		
Trigonometry		
Chemistry		
Physics		
History		
Geography		
Health		
Home Economics		
Drafting		
Strength of Materials		
Psychology		
Sociology		
Vocational Training	3 hours/day†	3 hours/day†

* Some of these courses will be required for specific occupational training.
† This will be a longer period for training in agriculture.

Phase Three of the vocational curriculum would consist of programs of studies of varying lengths depending upon the nature of the occupation. Some programs of studies may require only a few months, some may require a year or even two years. This is the technical training of the vocational schools. This is training in highly specialized skills and should be restricted to a comparatively few. Most occupations do not require skills in this category. It will normally require a most unusually skilled teacher with exceptional equipment and materials. It will usually require an extensive library, for considerable theory is required in technical training programs. Great care should be taken in this level of training to meet these very high basic conditions, or the training will be unfair to the student and will not be of service to national production.

The following recommendations are made for the development and use of phase three — the technical training level — of the vocational curriculum:

1) Develop programs of study to teach highly specialized skills for occupations in which there are employment possibilities.

2) Maintain adequate standards of equipment, materials, library and instructor. One of the most common practices to secure a qualified teacher is to employ on a part-time basis a person who is regularly employed to perform these skills.

3) Be sure that employment is a possibility for all persons being trained in these specialized skills.

4) Make such training a specialty of one school and in a region where there is a demand for such skills.

5) Consider the following occupations as examples for possible phase-three technical training:

Toolmaker
Patternmaker
Electronics technician
Dental technician
Computer operator

6) Make these courses need more flexible in content and period of training than other programs of study.

7) Several years experience should be required before a person is accepted for technical training.

Teacher training might be considered a part of the technical training phase. It does cover the same training period of the phase two and a two-year phase three course. It has a different objective and requires different instructors and teaching conditions. The teacher-training program is discussed in Chapter VI.

Special courses should always be available to meet the needs of industry which can not be met by the normal program. It should be possible for youth and adults who have dropped out of school at an earlier age, but who now wish training in a vocational school.

The following recommendations are made in regard to special courses in vocational schools:

1) Over-age and out-of-school youth and adults should be accepted as vocational students under the following conditions:

a. That they can benefit from the instruction.

b. That adequate instructional conditions can be met to meet the needs of such students.

c. That there are employment possibilities for those requesting such training.

2) These students should not be required to take all of the academic and related subjects nor to meet the conditions for a diploma if their ability or other circumstances do not justify these requirements.

Instruction. There should be a constant effort to improve instruction. The following recommendations are made in this regard:

1) Provide more text and reference materials.

2) Furnish more instructional aids for all classes and more materials for instruction in shop classes.

3) Provide much more supervision to help teachers improve their presentation and better evaluate their teaching.

4) Develop performance tests to evaluate the achievement of students.

5) Standardize tests to be used for the related and academic subjects.

6) Give even greater care to the training and selection of teachers.

7) Require all vocational teachers to have had, or to get, extensive vocational experience.

8) Continue, and expand, programs of in-service training for teachers, supervisors and administrators.

9) Develop a publication whose objective is the exchange of good practices between teachers.

This could be a responsibility of the supervisory staff. Visitations have provided evidence that extensive improvements could be made in the instruction program if the inventiveness of individual teachers could be shared with all teachers.

10) Provide for teachers more materials in the professional section of the libraries.

11) Do not require a college preparatory program of studies for vocational students.

12) Develop a program for constantly evaluating instruction, evaluating the curriculum and maintaining a planned program for improvement.

Economics in vocational schools might be possible in certain activities. Some of these suggestions will in no way harm the instruction program. Other suggestions may reduce vocational education services but may need to be considered under existing financial conditions:

1) Make the superintendent of a vocational school an area superintendent, with administrative and supervisory responsibility over several schools. Quite often two or more vocational schools may exist in the same province or general area. Since the superintendent is a general administrative officer, he and some of his business and supervisory staff might serve a larger area and reduce the number of staff in other schools. As the 2-2 Plan High School develops its vocational courses, the supervision of these courses could be provided by

some of the supervisory staff of the vocational schools. This might reduce the number of business staff and provide more supervisory activity.

2) Maintain a minimum pupil-teacher ratio. It is very doubtful if the Philippines can afford to maintain any class of fewer than ten students. It is also doubtful if any teacher should have a schedule of activities of less than six hours each day with students. Some schools have been observed where the office staff and the pupil-teacher ratio were such as to make the per pupil cost exceedingly high.

3) Do not begin the operations of a school until facilities, staff, equipment and students are available to assure a reasonable cost per student as well as a good quality instructional program.

4) Plan for at least a minimum program of maintenance and repair of buildings and equipment so that the cost of replacing such facilities will not be necessary.

The Vocational Fishery Schools

The schools of fishery are vocational schools whose purpose is to train youths in the skills related to fish capture, fish culture, and fish preservation. They are a new activity of the Bureau of Public Schools. Seven fishery demonstration centers of the Bureau of Fisheries, Department of Agriculture and Natural Resources, which did some teaching of fishery, were transferred to the Department of Education on January 12, 1957[5] Further executive orders, Department memoranda, and Republic Act 2300, have established the Fishery Education Division as one of the divisions reporting to the Assistant Director for Vocational Education.

The objective of the fishery schools is to increase the productive capacity of the nation in fish and fish products. With the tremendous possibilities of fish production in the waters around the islands, and the ponds and lakes within the islands, this would appear to be a most promising area in which to develop vocational training. The Philippines should be able to increase greatly this excellent source of food, and to export fish and fish products. Vocational training should be able to assist greatly in this activity.

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[5] Reorganization Act. Reorganization Plan No. 30-A; Executive Order No. 216 (November 17, 1956); Memorandum No. 29, s. 1957 (February 11, 1957); Republic Act 2300, July 1, 1959.

The schools of fishery are listed and located in the table below. One of these schools is a joint agriculture-fishery school. Not included in this list are nine additional fishery schools which have been approved by Congress, but have not yet been put into operation because the necessary funds have not been released.

The growth of the fishery schools is also shown in the table. The number of students has more than doubled in the three years these school have been in operation.

ENROLMENT TRENDS, TEACHERS, AND PUPIL-TEACHER RATIO IN FISHERY SCHOOLS

School	*Enrolment*			*Number of Teachers*	*Pupil-Teacher Ratio*
	1957-1958	*1958-1959*	*1959-1960*	*1959-1960*	*1959-1960*
Aklan (New Washington)	0	249	326	14	23
Antique (Tibiao)	413	270	301	20	15
Batangas (Nasugbu)	80	132	126	9	14
Tanauan (Batangas)	0	96	121	9	13
Bohol (Candijay)	0	0	268	13	21
Aparri (Cagayan)	0	67	101	9	11
Cebu (Daanbantayan)	107	137	149	14	11
Bicol (Tabaco, Albay)	254	217	201	13	15
Estancia (Iloilo)	0	173	536	13	41
Iloilo (Barotac Nuevo)	133	443	165	16	10
Los Baños (Laguna)	0	0	82	9	9
Catbalogan (Samar)	61	70	74	12	6
Zamboanga (Southern Mindanao)	81	82	218	14	16
Totals	1,129	1,936	2,688	165	16

SCHOOLS OF FISHERY, BUILDINGS, SCHOOL SITE, EQUIPMENT AND APPROPRIATIONS

School	*Number of Buildings*	*Size of Site*	*Equipment Cost (Estimate)*	*Appropriations*			*Total Salaries 1959-60*
				1957-1958	*1958-1959*	*1959-1960*	
Aklan	3	5 Ha.	₱ 10,800	——	₱ 100,000		₱ 31,728.00
Antique	6	14 ”	162,800	₱200,000	190,800		44,247.40
Batangas	2	3.16 ”	1,100	58,200	58,200		20,460.00
Tanauan	2	8 ”	11,000	80,000	61,000		20,460.00
Bohol	3	11 ”	2,400	——	50,000		28,360.00
Aparri	2	8. 3 ”	8,500	50,000	50,000		20,340.00
Cebu	3	20 ”	11,300	100,000	100,000		28,080.00
Bicol	2	3 ”	20,200	76,480	76,480		21,600.00
Estancia	4	2. 2 ”	74,100	99,400	94,000		28,266.00
Iloilo	4	33. 7 ”	30,200	——	255,000		36,048.00
Los Baños	0	0 ”	900	——	100,000		19,440.00
Catbalogan	3	8. 8 ”	8,600	66,130	66,130		26,340.00
Zamboanga	8	55 ”	76,100	92,000	92,000		36,640.00
Totals	42		₱418,000	₱822,210	₱1,293,000	₱1,269,650	₱362,009.40

The tabulation of physical facilities and financial appropriations presents a confusing picture because there appears to be so little relation between these facilities and the curricular activities or the number of students. The pupil-teacher ratio varies from 6 to 34 pupils per teacher. A member of the administrative staff reported ten hectares as the minimum-size site for a fish pond. Over half the schools have total sites of less than ten hectares. The amount of equipment will range from an average of nine pesos per student in one school to 349 pesos per student in another. There are some explanations for these variations, since buildings, sites, and equipment of other schools and agencies are being used in some instances.

In most cases where these extremes exist, it appears that schools are being operated before minimum satisfactory conditions of instruction can be maintained. The operating costs of many fishery schools appear to be quite excessive. These costs for 1958-59 ranged from ₱389 to ₱1,070 per student per year. As the average per-pupil expenditure for elementary schools is about 75 pesos per year, for general high schools about 65 pesos per year, and for other vocational schools about 250 pesos per year, the per-pupil expenditure for fishery schools appears to be very high.

A study was made in two fishery schools to determine the conditions which might cause these very high expenditures. The high costs are caused by the relatively large number of personnel employed in these schools. The personnel situation in these two schools is given below:

PERSONNEL ASSIGNMENTS IN TWO SCHOOLS OF FISHERY
NOVEMBER-DECEMBER 1959

School	*Students*	*Admin.-Superv. Staff*	*Acct'g-Clerical Staff*	*Teaching Staff*	*Other* Personnel*	*Total Staff*	*Pupil-Teacher Ratio*	*Pupil Staff Ratio*
Bicol	195	3	6	15	11	35	13	6
Zamboanga	220	3	6	16	4	29	14	8

* Includes watchmen, mechanics, and laborers.

A study of the statistical reports of the other schools indicated that similar conditions existed in many of the other fishery schools. These costs appear entirely too high and unnecessary.

The expenditures for buildings, instructional equipment, and supplies were not found to be excessive. In fact the statistical reports which give an estimate of equipment costs and observations made during visits to these schools, indicate a lack of instructional materials and supplies. The insufficient number of boats and fish ponds would appear to be most serious for schools of fishery. Moreover inadequate libraries and classroom instructional aids would also appear serious for a program of studies in which theory is evidently a major factor.

THE CURRICULUM

The curriculum of the fishery schools is similar to the curriculum of other vocational schools. Students may enter after graduating from an elementary school. The program of studies covers a four-year period. Academic and related subjects require, on the average, four hours per day.

The vocational instruction requires at least three hours per day during the four-year period. There are three areas of instruction in vocational skills, fish capture, fish culture, and fish preservation. The skills in these three areas would appear to be quite different. All students follow the same program of studies the first year. At the beginning of the second year, each student chooses to specialize in one of the areas of instruction (fish capture, fish culture or fish preservation). The academic subjects include languages, social sciences, mathematics, and science, and occupy about 44 per cent of the instructional time; health, physical education and pre-military training occupy about 10 per cent; and vocational fishery subjects occupy the remaining 46 per cent of the scheduled time of instruction. The fishery schools are following the pattern of other vocational schools by giving an almost complete college preparatory program of studies and the vocational instruction in addition. It would be much more efficient if these vocational schools had only students who had taken their academic courses in a high school, were mature physically and mentally, and had an earnest desire to master some of the skills of fishing. The specialized equipment of the school and the skills of the teachers could be used much more effectively.

THE TEACHERS

The teachers are well-trained. Ninety-three per cent of the 165 teachers employed for the school year 1959-1960 have college degrees. The vocational teachers have degrees in the area in which they teach. No teacher who was interviewed had had extensive experience in fishing as an occupation. All observations indicate a program of instruction very extensive in theory and very meager in practice. Most of the practices which were observed provided a laboratory situation rather than a real experience. The teachers are well-trained for this theoretical type of program.

CONCLUSIONS AND RECOMMENDATIONS

If vocational training in fishing is to assist the national economy, several criteria must be maintained.

1) Students selected must have the ability and the desire to learn to be fishermen, fish pond operators, or fish canners.

2) The instruction program should develop effective skills in these areas, in as short a period of time as possible.

3) The students should enter the activity of fish capture, fish culture, or fish preservation and become an effective and efficient producer.

4) These school activities must be operated at a cost which the Philippine economy can afford to support, and which has a reasonable relation to the cost of other educational activities.

Extensive changes will have to be made if these basic criteria are to be followed.

It is recommended that:

1) Instruction in vocational fishery be recognized as three distinct skill areas (fish capture, fish culture, and fish preservation) and curricula be developed for these areas which can be followed as separate vocational courses.

2) These programs of studies be developed for one- and two-year training periods with only the absolutely necessary related studies.

3) Schools of fishery do not accept students until they have completed the first two years of a general high school, unless they are special students with a mental and physical maturity which will make it possible for them to profit from the program of studies.

4) All schools which teach fish culture be provided with at least ten hectares suitable for fish ponds, and all necessary related equipment.

5) All schools which teach fish capture be provided with adequate and appropriate boats with all necessary related equipment.

6) All schools which teach fish preservation be provided with the necessary equipment for teaching fish preservation in the home and/or the necessary equipment for teaching commercial fish preservation.

7) These fishery skills be taught in other types of vocational schools and in some 2-2 Plan high schools where there is a community need, and where minimum standards of equipment, materials, and teacher personnel can be met.

8) The programs of vocational fishery, in whatever school they may be given, be under the supervision of the fishery staff of the General Office.

9) Vocational teachers of fishery be required to have extensive experience in their trade.

10) The staff of fishery schools be reduced so that the per pupil cost is less than three hundred pesos per student per year.

11) A follow-up program be developed in order that the schools may assist the graduates in expanding the fishing industry, and in order that the schools may discover how vocational fishery instruction may be made of greater value to the students.

Training for Girls:
Home Economics and Vocational

Home economics is first taught in grades V and VI. The girls pursue these courses while the boys take agriculture and shop courses. (These courses are discussed in Chapter II, Elementary Education.) Home economics courses are also a required part of the curriculum in the first and second years of the general high school, the 2-2 Plan high school, and the vocational schools. The time allotment in various areas of activities is given in Table 15. Each of these activities is allotted 80 minutes each day, five days per week during the weeks in which they are scheduled.

TABLE 15. TIME ALLOTMENT — HOME ECONOMICS IN GRADES V, VI, AND FIRST AND SECOND YEARS OF HIGH SCHOOL

Activity	*Elementary School*		*Secondary School*	
	Grade V	*Grade VI*	*First Year*	*Second Year*
Housing and Home Furnishing	3 weeks	3 weeks	3 weeks	4 weeks
Foods and Nutrition	10 "	11 "	10 "	10 "
Clothing & Textiles	10 "	9 "	8 "	8 "
Child Care	1 "	1 "	2 "	0 "
Family Living	0 "	2 "	3 "	3 "
Handicrafts	12 "	10 "	10 "	11 "
Total	36 "	36 "	36 "	36 "

Well-organized courses of study and outlines have been developed for all home economics activities. All girls are required to take these courses in these four school years. Home economics has been a part of the public school curriculum for many years. For more than forty years there has been a definite plan to have a home economics cottage as a separate building on all elementary and high school sites. This has been achieved to a great extent. Because of the importance of the subject, this is a most desirable and commendable practice. No other country in the world has developed the home economics cottage to the extent that it has been developed in the Philippines. It is hoped that this practice will continue, and that the number of home economics cottages will increase and that they will be made more beautiful and be provided with better equipment, so that they will become even more effective. Much can be done for a nation by the proper education of its women and the development of good homemakers and skillful mothers.

Home economics is not required for girls in the college preparatory curriculum during the last two years of the 2-2 Plan high school. Home economics courses are available as electives for girls in these last two years of high school. Five double periods per week are required in the third and fourth years for girls taking the vocational curriculum. The courses usually available are:

- Child care and guidance
- Nutrition
- Family living

Certain areas of specialization are available in these years. These vary in different schools. They may be:

- Foods and cookery
- Food preservation
- Food service
- Dressmaking and design
- Fabric furnishings
- Handicrafts
- Home nursing
- Tailoring
- Laundering, cleaning and dyeing

These courses have not been developed as vocational courses, and should be considered in their present planning as specialized courses for more extensive homemaking activities.

The revised four-year secondary agricultural curriculum provides one 40-minute period per day for homemaking for girls in the first and second years. It provides 80 minutes per day for making in the third and fourth years.

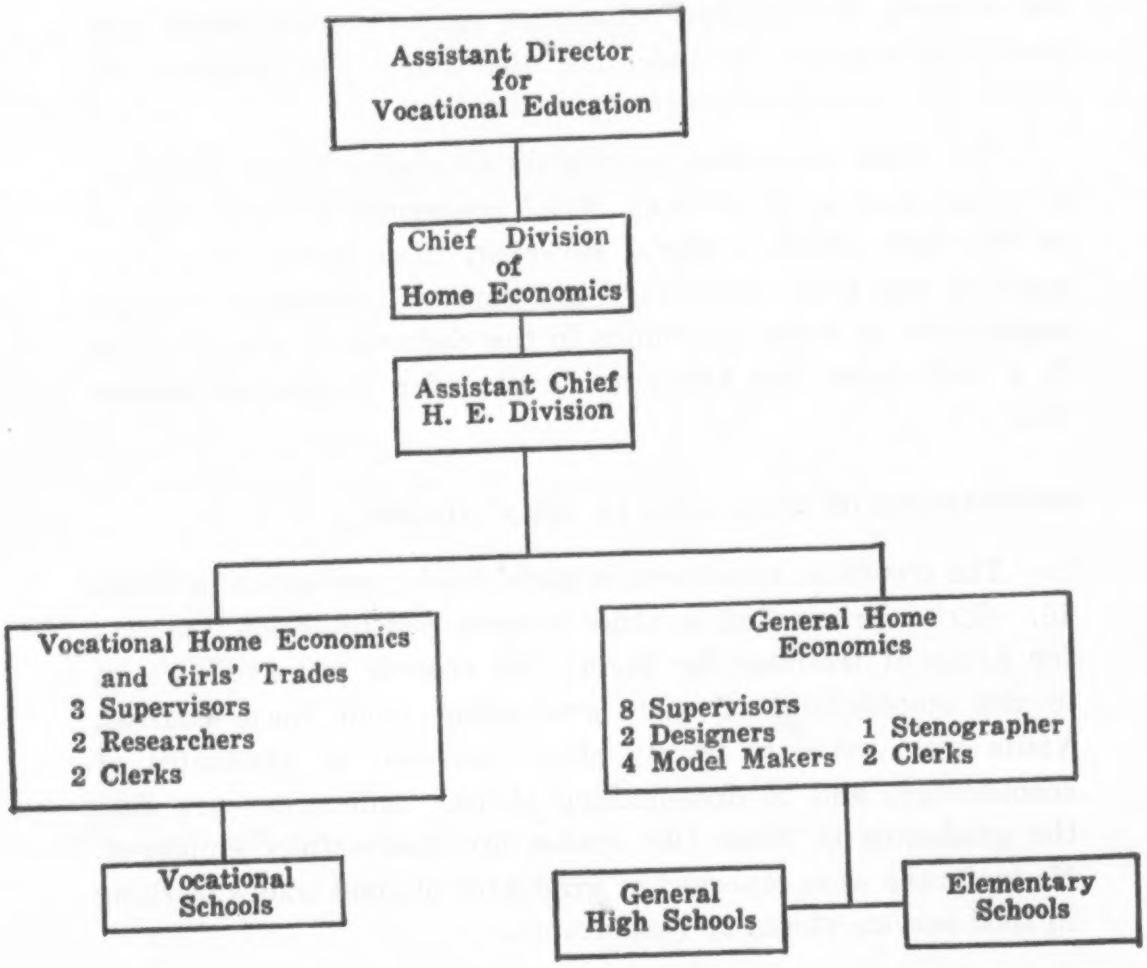
The revised four-year secondary trade curriculum does not specify any home economics. This is because such a large per cent of the trade school students are boys, and this subject would not normally be suitable. However, home economics is available as an area of specialization, as is any other trade training being offered.

One of the handicaps in discussing vocational home economics is that there is not a universally accepted definition for this area of instruction. If one accepts the definition that vocational education is the training for employable skills, then the more common home economics activity, as homemaking, is not necessarily a vocation. There are, however, jobs for which business and industry may be willing to employ a person who has been especially trained for home economics. It is suggested that the home economics training given to girls to make them better home-makers should not be called vocational home economics. Vocational trades for girls should train for specific employable occupations.

ADMINISTRATION AND ORGANIZATION

Home economics is administered and supervised on the national level as a division under the assistant director for vocational education. This division is organized as indicated below.

ORGANIZATION CHART — HOME ECONOMICS DIVISION


Assistant Director for Vocational Education
Chief Division of Home Economics
Assistant Chief H. E. Division
Vocational Home Economics and Girls' Trades
3 Supervisors
2 Researchers
2 Clerks
General Home Economics
8 Supervisors
2 Designers
4 Model Makers
1 Stenographer
2 Clerks
Vocational Schools
General High Schools
Elementary Schools

The present division has been recently created by taking the home economics division from General Education and combining it with the home economics division in Vocational Education. This was done in order to unify and standardize this activity. It should be pointed out that elsewhere in this report it is recommended that a reorganization of the General Office be made, which would place the general high school and the vocational schools under one assistant director, and the elementary schools and their activities under another assistant director. In these recommendations it is suggested that all instructional activity, curricula development, evaluation, and research for elementary education be under the assistant director for elementary education. And that all similar activities relating to secondary education (general high school and vocational schools) be under the direction of the assistant director for secondary-vocational education.

The home economics curriculum in grades V and VI could be supervised as at present, if all concerned believed this to be the most effective plan. However, there would be advantages to the total elementary program of instruction for the supervision of home economics in the elementary schools to be in a unit under the assistant director for elementary education.

EMPLOYMENT OF GRADUATES IN GIRLS' TRADES

The trends in enrolment in girls' trades are given in Table 16. Girls are enrolled in other courses but these are the major areas of training for them. No records are available as to the employment of girls graduating from these courses. Visits were made to beauty shops operated by graduates of cosmetology, and to dressmaking shops. Indications are that the graduates in these two trades are successfully employed. No instances were observed of graduates of food trades working in food service stores or restaurants.

TABLE 16. ENROLMENT TRENDS — GIRLS' TRADES

Trade	*Enrolment*	
	1954-55	1959-60
Dressmaking	1997	3464
Cosmetology	1489	1359
Food Trades	791	1786
Men's Tailoring	110	136
Typing and Stenography	149	123
Home Industries & Handicrafts	677	644
Miscellaneous	703	
Total	5916	7512
Total Girls Enrolled		7949

More attention should be given to vocational training for girls. Records of employment opportunities for women should be available and curricula should be developed to meet these needs.

Some of the present curricula of girls' trades courses seem much too extensive for the skills to be taught. Technical training (post-secondary courses) in areas such as cosmetology, food trades, and garment trades should not be given with the equipment available. Many of the teachers do not have sufficient training or experience to give such specialized courses.

RECOMMENDATIONS

The following recommendations are made concerning home economics and trade training for girls:

1) That home economics be continued as a required subject for girls in grades V and VI and in the first and second years of all secondary schools. The curriculum is believed to be very satisfactory. It should continue to be revised every few years to conform to new practices and needs, and to different equipment and supplies which may be available.

2) That home economics courses continue to be available on an elective basis in the third and fourth years of secondary schools, to college preparatory students.

3) That courses in child care, nutrition, and family living continue to be required of all girls not following the college preparatory curriculum.

4) That trade courses for girls be developed for the third and fourth years of the 2-2 Plan high school, and for corresponding years in the vocational schools. That rigid standards be required and maintained for all courses of study developed, equipment specified, and supervision provided. It is not necessary that the same courses be given in all high schools and vocational schools. The courses offered should train for employment opportunities in the community which the school serves. The courses should not require more than two school years.

5) That vocational schools should develop additional trade courses for girls in post-secondary years. Care should be given that no more persons are trained in these post-secondary school years than have a reasonable opportunity for employment, in justice to the cost to the student and the economic need of the nation.

Some areas of training which should be developed for girls are:

Dressmaking
Food trades
Merchandising
Practical nursing
Men's tailoring
Cosmetology
Commercial art
Bookkeeping
Clerical practices

Courses in dressmaking, men's tailoring, food trades, and cosmetology are the major areas of training now for girls in the vocational schools. It will necessitate a restudy of the present curricula to adapt them to a two-year secondary level program and an additional two-year post-secondary level program.

The other courses listed are not in wide use in the vocational schools. However, these courses would develop employment skills and help the local economy. The local practices in these occupations should be studied, and curricula developed from these studies. Other occupations should be considered as the needs become apparent.

6) That supervisors for girls' trades be assigned to regional vocational schools or district superintendents' offices. They should be trained and supervised by supervisors in the General Office.

7) That programs for teacher-training in girls' trades be developed and implemented in order to have an effective staff.

Apprenticeship

Apprenticeship was the only means of learning occupational skills until the industrial revolution of the 1800's increased the need for skilled workmen. The most common practice was for parents to teach their children the skills of their craft. It has been reported that "the history of the Philippines reveals that even before the coming of the Spaniards, a system of apprenticeship was practiced by the Filipino craftsmen, particularly in shipbuilding and smithing."[6] The wood carving of the native Ifugaos of the Mountain Province and the brass work of the Muslims of Sulu Province indicate that a primitive type of apprenticeship still exists. It is primitive in its nature but it can be quite effective in its results.

In modern history the apprenticeship has been recognized by law and a contract is arranged between the learner and the industry which outlines in detail the conditions of the employment and learning process. The Congress of the Philippines passed such a law in 1957.[7] There is now an apprenticeship division in the Department of Labor and an apprenticeship unit in the Department of Education. These government agencies work jointly with industry and the youth to provide an adequate program of on-the-job training and related instruction in the vocational schools.

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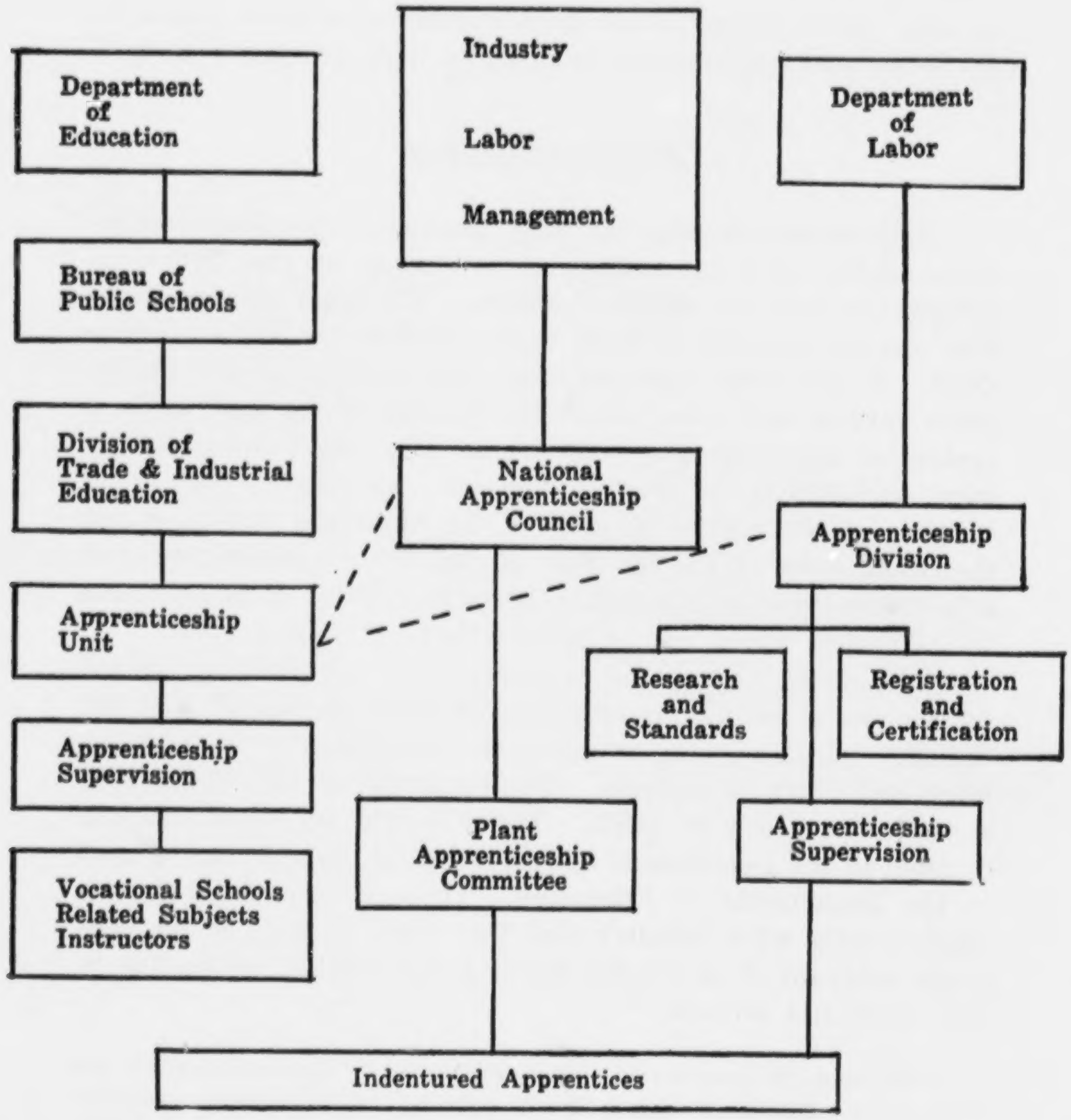
[6] Florencio M. Apolinar, A Proposed Program of Apprenticeship in the Philippines. Manila: Bureau of Public Schools, 1956 p. 5 (Mimeographed)

[7] Republic Act No. 1826. National Apprenticeship Act of 1957. Philippine Congress, Manila: 1957.

ORGANIZATIONAL CHART — PHILIPPINE
APPRENTICESHIP PROGRAM


Department of Education
Bureau of Public Schools
Division of Trade & Industrial Education
Apprenticeship Unit
Apprenticeship Supervision
Vocational Schools Related Subjects Instructors
Industry
Labor
Management
National Apprenticeship Council
Plant Apprenticeship Committee
Department of Labor
Apprenticeship Division
Research and Standards
Registration and Certification
Apprenticeship Supervision
Indentured Apprentices

A satisfactory program of apprenticeship training is probably the most effective training for the specific skills of a trade. The apprenticeship student learns the working conditions in a realistic manner that no school can completely achieve. Normally there will be very few apprentices who will not continue in the occupation for which they serve an apprenticeship. They will know quite well the usual employment conditions of the occupation. It is this factor which may be quite lacking in a vocational school graduate, especially where the teachers have not had extensive trade experience.

The program of apprenticeship, however, has some disadvantages. It can not give training on machines and processes which are not in use in the particular industry in which the apprentice works. Quite often a vocational school can provide a broader training. This is particularly true in the Philippines where industry is often limited in equipment and types of operations.

The administration of the apprenticeship program in the Philippines follows the organizational chart given on page 248.

Programs have been in operation only since November 1959. It is thus rather new and many activities have not been stabilized.

A foreign aid project[8] has provided funds for employing persons to promote and organize apprenticeship training. This project has developed materials, trained personnel, and developed pilot programs. It will be necessary for the present staff to continue with full-time responsibility for apprenticeship if an effective program is to be maintained.

During 1959 apprenticeship contracts involving two industries, eight different trades, and seventy-five apprentices have been in effect. The first program of related instruction was inaugurated in late 1959 in a vocational trade school. By February 1960 apprenticeship standards had been signed with ten different industries which involved thirty trades and could offer apprenticeship possibilities to five hundred youths. This could be of significant help to vocational schools to place their graduates in industries for which they were trained.

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[8] SEATO Project No. 1, Fiscal Year 1959-60.

An ideal arrangement is for an apprenticeship program to be developed which accepts graduates of vocational schools. These graduates would usually be allowed a reduction of one-fourth to one-half or more of the usual apprenticeship period. If the vocational schools are giving a program of instruction which is closely related to an industry this can be a very satisfactory arrangement for both the student and the industry.

The following recommendations are made for apprenticeship training:

1) That a staff be maintained in the Trade and Industrial Education Division with full-time responsibility for apprenticeship activities.

2) That a close relationship be maintained between the apprenticeship staff and the supervisors and administrators of the regular program of vocational education in order that apprenticeships can best serve the vocational school students and the industry of the nation.

3) That careful attention be given to the use of advisory committees and coordinating all activities with the Apprenticeship Division of the Department of Labor.

4) That the division of Vocational Information and Placement coordinate their activities with the Apprenticeship Division of the Department of Labor in placing well-trained vocational school graduates in apprenticeship positions.

Home Industries Division

The Philippine Congress created the Craftsman Section[9] of the Vocational Division of the Bureau of Public Schools to "revitalize home industries and bring about a complete awakening among our people on the merits of engaging in profitable small-scale industries."[10] The Craftsman Section became a reality in 1951 when an appropriation was made to employ a staff and implement a program. United States aid made it possible to build and equip an office and training center, which was occupied for the first time in 1953. In 1955, the Craftsman Section became the Home Industries Division of the Bureau of Public Schools.

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[9] Republic Act No. 414, 1949.

[10] Bureau of Public Schools. The BPS Home Industries Program, Manila, 1957, p. 9.

The present organization for the promotion of home industries is not the first attempt of the government to recognize the importance of such an activity and to encourage its growth. In 1912 an act of the Legislature established the School of Household Industries for the purpose of training women in selected home industries. This school was later closed, but again in 1916 the Legislature authorized the Director of Education to establish provincial centers where workers could produce handicraft articles. A General Sales Department also was established to market the products made in these centers and in the public schools. This activity also ceased, and until the present division in the Bureau of Public Schools was established, little or no organized assistance was given to home industry work.

Home Industry has been defined in the Philippines[11] as "small industries operated in the homes, usually under the management of the head of the family with the aid of the immediate members, or of a few hired laborers. The industries are characterized by the investment of small capital and by the use of both the hand and the machine in production."

The goals of the program of home industries are:[12]

1) *Immediate objective* — to develop home industries and to improve existing ones, thereby opening new work opportunities for unemployed adults and for those who may desire to have an extra income aside from that earned from regular jobs.

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[11] Philippine Association of School Superintendents. "*Work Education in the Community Schools with Emphasis on the Development of Home Industries.*" Quarterly Bulletin, PASS, Vol. VI, No. 3 (March 1957), p. 4.

[12] Bureau of Public Schools. *The BPS Home Industries Program.* Manila, 1957, p. 15.

2) *Incidental objective* — to contribute to the efforts of the Bureau of Public Schools in fundamental and adult education through the community schools.

3) *Ultimate objective* — to increase national economic prosperity and raise the standard of living of the masses.

The Division is organized into three sections.

The Training and Production Section has the responsibility to:

1) Provide training in handicraft skills for adults or out-of-school youth. It may also train teachers to instruct children in skills which they may use in their homes.

2) Establish production centers where native materials and local labor may be used to create marketable products.

3) Raise standards of craftsmanship and increase productivity.

The Promotion and Marketing Section performs the following functions:

1) It assists the home workers in marketing their products.

2) It attempts to secure markets and to match the supply of articles with the market demands.

3) It coordinates Home Industries Division marketing with the marketing activities of other government agencies.

4) It promotes fairs, exhibits and expositions.

The Designing, Research and Standardization Section has the following programs:

1) It develops, designs and studies problems of production and use of available raw materials.

2) It publishes "The Philippine Craftsman," new designs, standards, and marketing information.

The various activities and projects of the Home Industries Division are illustrated by the following statistical data:

Number of persons receiving training:

Year	*Number Trained*	*Year*	*Number Trained*
1951-52	1149	1955-56	3548
1952-53	3348	1956-57	1272
1953-54	4328	1957-58	1410
1954-55	5781	1958-59	1253

Home Industry Articles Ordered by NAMARCO,[13] from 1951, to February 25, 1957, had a value of ₱10,250. Saguran provided about two-thirds of this amount, and abaca rugs and abaca burlap provided most of the other third.

A National Crafts Marketing Center has been in operation for more than a year and its sales are now averaging about 3,000 pesos per month.

From July 1957, through 1959, 156 handicraft articles had been standardized as to design, method of production and quality.

The magazine "Philippine Craftsman" had a circulation of 6,000 paid subscriptions in 1958-59, and 3,600 in 1959-60.

The Division now employs a staff consisting of:

Administrator	1
Supervisors	9
Clerical personnel	5
Instructors	18
Mechanics	5
Total	37

Two production centers have been established which produce articles in quantity for the market, and provide local employment.

They are financed by the Home Industries Division until they become self-supporting.

The building of the Home Industries Division in Manila is used as a center for training, research, production, publication, display and marketing. It also houses the administrative and supervisory offices.

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[13] National Marketing Corporation.

A School for Philippine Craftsmen has been established in Polangui, Albay. The buildings were constructed by public works funds and the equipment was provided mainly by Japanese reparations. The Survey Team was impressed by the attractive designs and good quality of the products. This is the only school of its kind, and it will serve as a model for others.

It should be possible to greatly improve the economy of the individual family and the whole nation through the proper utilization of raw materials, available labor, and native skills, by a program of home industries. An organized program of home industries was undertaken from 1912 to the 1930s, and again since 1951. Yet, there is no evidence that these activities have contributed to any great extent toward increasing employment or improving the national economy.

The Survey Team believes that this failure to achieve the maximum benefits from a home industry program is due to:

1) A lack of quality control. Products need to be standard in quality and design if a market is to be developed and maintained.

2) The absence of a marketing procedure which can handle effectively the goods produced and assure the producer of a reasonable amount for his labor.

It is recommended that:

1) The research in design, standardization, and quality control be continued.

2) The results of such research continue to be made available through circulars and the "Philippine Craftsman."

3) The production centers be expanded as they become stable in providing employment and producing saleable articles.

4) The school for craftsmen be used as a pilot center and other schools be established as this school proves its value to the economy of the region.

5) Home production records of students be kept as a means of evaluating the instruction program of the school.

6) Studies be made to determine what products might be in demand on the local markets and what products might be in demand on the world markets.

7) The marketing center expand its activities by using the results of the marketing studies.

8) Warehouse facilities and a revolving fund be made available sufficiently large to permit the purchase and storage of quantities of products for export to foreign markets.

9) The home industry worker be given a maximum price for his articles as he produces them.

10) Cooperatives be encouraged in local areas to market products locally.

Home industries could achieve remarkable results for the economy of the family and the nation. Many thousands of persons would have to be involved, and many millions of pesos would have to be handled. The activities would require a very intelligent, hard-working leadership staff who would have a dedicated "missionary zeal" to help the "taos" and who could keep such an organization free from the graft that so often becomes a part of a large and extensive operation.

Vocational Information and Placement Division

The Vocational Information and Placement Division was created in 1956[14] and given the following functions:

1) To promote and regulate the proper selection of students seeking admission into the vocational schools.

2) To collect, evaluate, and disseminate vocational information; and

3) To effect contacts with business, industrial, and commercial establishments and other agencies for the proper placement of vocational school graduates.

To perform these functions there is a staff of five professional employees assisted by a clerical staff of four, with additional clerical personnel available during certain periods. The division is organized as indicated in the chart below.

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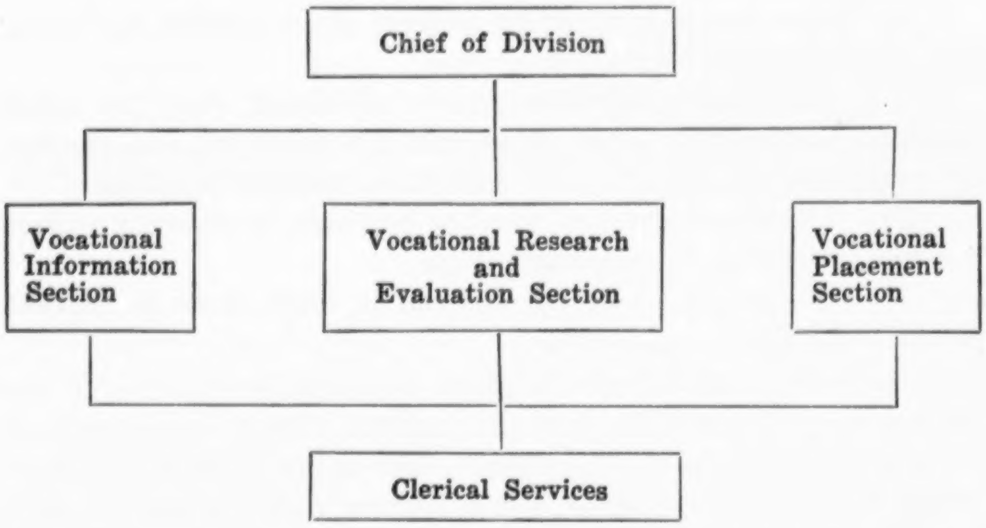
[14] Bureau of Public Schools Memorandum No. 23, s. 1956. (February 15, 1956)

ORGANIZATIONAL CHART, VOCATIONAL INFORMATION AND PLACEMENT DIVISION


Chief of Division
Vocational Information Section
Vocational Research and Evaluation Section
Vocational Placement Section
Clerical Services

As the objectives state, and as the organization chart indicates, the division has a broad responsibility in counselling, evaluation, placement, and research. All of these activities might be classified under the broad concept of guidance. Since the objectives of the total program of vocational education is to make each student an efficient worker, and to increase the productive capacity of the Nation, the guidance function is a most vital phase of the vocational divisions.

The need of occupational surveys, job descriptions, employment possibilities, follow-up studies, and testing and evaluation have been mentioned often in this survey report. These are all essential if the vocational schools are to perform their tasks. The division and its staff of five must perform most of these functions and must give leadership in these areas to all the vocational schools, and to the vocational activities of the general high schools.

Since this division has been in operation only three years and has had a staff of limited sizes, it would not be expected that complete studies could be made in all areas or that all practices could be stabilized. This staff, however, made considerable progress in all the areas of their responsibility.

The staff, in general, works as a team; all their activities are closely correlated. It is not possible to describe the projects of the division as projects of only one section, since all three sections work together on all projects.

The activities of this staff might be outlined as developing guidance workshops, preparing and publishing materials, making studies related to guidance, and act as a resource agency on guidance for vocational schools.

Workshops. Regional workshops for heads of related subjects were held in Legaspi, Dumaguete, and Cagayan de Oro in 1958. A national seminar in guidance was held at Baguio in 1958. Two regional guidance workshops were held in 1959, at Lingayen and Cebu. These workshops were held to alert the vocational school leaders to the importance of guidance and to show them how a program could be implemented in a school. This training is very important, since many of the administrators have been none in this field, and many of the teachers have had no previous training nor experience. These workshops have developed some excellent materials, which are being used by the workshop participants and are available to others.

MATERIALS PREPARED AND PUBLISHED

This staff has published materials which have served as directives and guides for teachers and administrators in this area. "Requirements for Admission of Students in Secondary Vocational Schools"[15] was issued in 1959; "Suggestive Guide in Initiation, Launching and Activation of the Guidance Program with Emphasis on Vocational Guidance"[16] was issued in late 1959, and "Occupational Opportunities for Girls Enrolled in Agricultural and Trade-Industrial Schools"[17] was issued in early 1960. As the titles indicate, these directives from the General Office have been published in order to provide standards or uniform basic information for vocational schools. Such directives are the result of considerable research. Each workshop has developed its own materials for limited circulation.

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[15] Circular No. 4, s. 1959
[16] Bulletin No. 24, s. 1959
[17] Bulletin No. 5, s. 1960

Studies have been undertaken by the staff of the division, and by related divisions at the request of the staff. Some of the major studies have been in developing tests, analyzing test results, and standardizing tests. Yet much remains to be done in this field before the tests can serve a major role in counselling and placement of students. A series of studies has been made concerning occupational patterns and students who have graduated or left the vocational schools before graduation. This area of research could be of great importance to the schools if these studies could be made more extensive, could contain more detailed information, and could be used to modify the program of studies and the instructional projects.

The Survey Team believes that the types of projects which have been completed and those in progress could be most helpful in improving the work of the vocational schools. If vocational courses are expanded, as suggested earlier in this chapter, and if the general high schools and the vocational schools are inter-related, such activities will be much more important. This division should be expanded to perform these functions on a broader and more intensified basis.

RECOMMENDATIONS

It is recommended that:

1) Workshops be continued and developed to reach more teachers, counsellors, and administrators.

2) The follow-up and placement studies be more detailed and continuous for all students who leave school. The results of these studies should be used as a basis for changing the program of studies and the number of students in training.

3) This division work with the National Chamber of Industries, the Department of Labor, and the Labor Union to make a very careful and accurate occupational survey with job descriptions for the entire Nation. Such a study would be a mammoth undertaking and should proceed only after pilot studies have been made and the techniques have been developed for the total project.

4) A concise, practical guidance manual be developed for the use of all teachers who may have specific guidance responsibilities.

5) Research be continued to improve the tests which are now available, and additional tests be developed. There is a particular need for performance tests to be developed for all the trade and agricultural areas where instruction is being given. An IBM test scoring machine should be available and much of the psychological testing and achievement testing should be given on answer sheets which can be machine-scored.

6) A plan be developed whereby schools can help students avail themselves of the law permitting vocational school graduates to borrow several thousand pesos to establish an enterprise based on the skills which they have learned as students.

7) The results of the testing program of the survey which identifies particularly brilliant students be used to select these students for further specific vocational training. That similar tests be used to select promising students as future vocational teachers or students to be given special attention in placement or future training.

8) If pilot centers are established be certain that they develop *excellent practice and achieve superior results before* they are used as examples.

9) If the staff of this division continues to be so limited in size, the program should be somewhat limited in scope in order that the quality of the projects which are undertaken can be of a high quality.

CHAPTER V

Other Educational Services

Education of Exceptional Children

Exceptional children deviate from typical children in either physical, mental, emotional, or social characteristics to such a degree that they need special instruction or educational services. Included among exceptional children are the visually handicapped, crippled, acoustically handicapped, gifted, mentally retarded, socially or emotionally maladjusted, and those with speech and health disorders. Some exceptional children should be placed in special classes or schools and some may be accommodated by making adjustments in the regular school program. All should be provided with essential educational experiences needed to develop their potentialities.

Exceptional children must be counted among the valuable human resources of the nation. The gifted will make great contributions if their talents are nurtured and developed. The handicapped can become working and contributing members of society if proper education and habilitation are provided. They can develop salable skills if adequate opportunities for learning are available to them and they are guided to utilize them. Exceptional children are entitled to the same Constitutional right to basic education as are typical children. Yet at the present time only slightly more than 1 per cent of the exceptional children of the Philippines are being given special educational services to meet their needs.[1] Director Aldana of the Bureau of Public Schools has stated the case as follows for handicapped children:

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[1] S. C. Ashcroft. *Philippine Education of Exceptional Children, Especially the Blind* (Manila: American Foundation for Overseas Blind, Inc., 1959), p. 11. (Typewritten Report)

The Constitution guarantees at least free public primary instruction to all children and provides for citizenship training to adult citizens. It also enjoins all schools to develop vocational efficiency as a means of enabling the youth to earn a livelihood and otherwise assuring them of a gainful future. This mandate applies to all normal and physically handicapped children alike. However, it is regrettable to know that very little attention is being given to the latter who are also citizens of this republic and are, therefore, entitled to the same rights and privileges as the normal children.[2]

NUMBER OF EXCEPTIONAL CHILDREN IN THE PHILIPPINES

In a survey completed during 1956-57, the following estimates of handicapped children were made:

Speech defectives	16,957
Deaf or hard of hearing	14,330
Blind or partially blind	11,206
Crippled	9,111
Epileptic	3,279
All others	7,800
Total	62,683

In commenting on these estimates Director Aldana stated: "It is believed, however, that there are actually more than this number. . . ."[3] Ashcroft in his study completed in 1959 stated:

> It is important to remember that these data do not give a firm basis for estimating the scope of the total problem since the mentally retarded, children with special health problems, the emotionally disturbed, the multiple-handicapped, and gifted, superior, and talented children are omitted. Furthermore, criteria for identification were not prescribed; not all divisions and communities participated and the completeness of coverage in the responding communities is not known. It seems likely that many children with special education problems may be completely unknown to the community school officials and *purok* leaders on whom the survey depended.[4]

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[2] Benigno Aldana. *The Philippine Public Schools: Their Administration and Financing* (Manila: M. M. Castro Publishing Co., 1956, p. 97).

[3] *Ibid.* pp. 98-99.

[4] Ashcroft, *op. cit.*, pp. 13-14.

The total number of 62,683 is less than 2 per cent of the number of pupils enrolled during the school year 1956-57. When it is recognized that there are 10 to 12 per cent of children of school age who are exceptional and that 9 to 10 per cent of these are handicapped, there can be no doubt but that the foregoing estimates are low. A carefully planned census of all types of exceptional children is needed to give an accurate indication of the number in the Philippines.

EXISTING SPECIAL EDUCATION SERVICES

Special provisions for exceptional children have been made through the establishment of three schools and a small number of special classes in a few school divisions. Data on the three special schools are presented in Table 1.

TABLE 1. ENROLMENT, NUMBER OF CLASSES, AND NUMBER OF TEACHERS IN SCHOOLS PROVIDING SPECIAL EDUCATION, 1958

Division	*School*	*Enrolment*	*No. of Classes*	*No. of Teachers*
Instruction Div. B.P.S.	School for the Deaf and the Blind	307	31	31
Rizal, Nat'l Orthopedic Hosp.	School for Crippled Children	56	6	3
Instruction Div.	Welfareville School	1,097	45	30
	Total....	1,460	82	64

SOURCE: Data supplied by the General Office, Bureau of Public Schools, Manila.

Special classes for children who were hard of hearing or defective in speech were started in 1956, at which time 15 classes were set up in six divisions. As shown in Table 2 there were 54 classes for mentally retarded children in 20 divisions during the school year 1958-59. In addition there were two classes for mentally retarded children in the Welfareville School and six classes for crippled children in the National Orthopedic Hospital. San Pablo City has organized six classes for the mentally gifted.

TABLE 2. CLASSES FOR THE MENTALLY RETARDED CHILDREN AND OTHER EXCEPTIONAL CHILDREN

Divisions	*1956-1957*		*1957-1958*		*1958-1959*	
	No. of Classes	*No. of Pupils*	*No. of Classes*	*No. of Pupils*	*No. of Classes*	*No. of Pupils*
1. Albay	2	18	1	10	1	10
2. Manila	6	53	6	60	11	150
3. Pampanga	3	27	0	0	0	0
4. Leyte	2	12	1	10	1	10
5. Rizal	1	8	1	10	0	0
6. Tarlac	1	10	1	12	1	32
7. Antique					1	32
8. Cagayan					1	40
9. Cotabato					1	28
10. Ilocos Sur					1	18
11. Oriental Mindoro					6	140
12. Romblon					1	35
13. Basilan City					1	28
14. Quezon City					1	33
15. San Pablo City					11	338
16. Davao City					1	35
17. Cebu City					1	Not Reported
18. Nueva Vizcaya					1	—do—
19. Laguna					2	68
Totals	15	127	10	103	43	947

NEEDS FOR IMPROVEMENT IN EXISTING PROGRAMS

Several specific needs for improvement were identified by Ashcroft, who visited the three special schools and several of the special classes.[5] The following needs have been reviewed critically by the Survey Team and by specialists in the General Office. There is general agreement that systematic consideration should be given them.

School for the Deaf and the Blind. The enrolment in the School for the Deaf and the Blind is 318. Approximately 97 per cent of the students come from within a 50-kilometer radius of the school and 82 per cent of them are from the greater

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[5] *Ibid.*, pp. 48-69

Manila area. No provision is made for children in other regions of the Philippines. The need for additional schools has been pointed out by Director Aldana as follows: "It is proposed to establish a school like that in Pasay City, in the Bicol region, in the Western Visayas, in the Eastern Visayas, in Northern Luzon, and in Mindanao." [6]

The age range of students is too great. Students 21 years of age and older should be referred to the Rehabilitation Agency in the Department of Social Welfare. The class size is too large; the range is from 9 to 17.

Many of the deaf children need hearing aids. Only one individual hearing aid and one group hearing aid are available. Each child with a hearing loss needs an individual hearing aid and a group hearing aid should be provided in each classroom for the deaf. The audiometer is out of order and no adequate testing room is available. A volunteer otologist is called upon to make hearing examinations; none has been employed on a regular basis.

Little medical information is available regarding the specific sources of the blind students' eye problems, age at which blindness occurred, prognosis of the problems or correction possibilities. No provision has been made for periodic eye examinations. Ashcroft arranged for an examination as a part of his survey and reported that recommendations for medical action could be made for around 26 per cent of the 46 children examined.[7]

Some space in the main building of the school which could be used for classrooms is being used for storage. The garage, or an inexpensive storage building, should be used for storage in order to free available space for instruction. The physical facilities are in need of repair and renovation. Some classes are conducted in the halls. Artificial ventilation is needed in classrooms for the deaf so that the rooms can be sound treated and outside noise can be shut out. Acoustically treated rooms are needed for audiometric examinations, and for individual and group instruction. The dormitory is in need of repairs and consideration should be given to the construction of a dormitory away from the instructional and administrative facilities. Better lighting is needed in nearly all rooms.

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[6] Aldana, *op. cit.*, p. 101.

[7] Ashcroft, *op. cit.*, p. 24.

Critical needs exist for equipment such as hearing aids, talking books, talking reproducers, ear-phones, Braille equipment, and appropriate audio-visual resources.

Due in part to the fact that there are five times as many deaf students as there are blind students, the program is geared largely to the needs of deaf students. Most of the teachers are better prepared to teach the deaf than they are to teach the blind. None of the teachers of the blind has had the full sequence of training in education of the blind. The curriculum for the blind should give greater stress to effective living under conditions of blindness and to the ability to move about in the environment. Filipino Braille has been developed, but no books are available in Braille.

Other Special Schools. Several needs were identified by Ashcroft in the two other special schools.[8] The school for crippled children is understaffed. Three teachers were listed but only two were on duty in the school; one had been called to the General Office to assist in the program there. With 56 children at the time of the survey, only two hours and 24 minutes per week could be devoted to individualized instruction.

A major need at Welfareville is the development of differentiated instructional programs in accord with the basic needs and problems of the students. A basic elementary and high school program is needed for orphaned children; a special program is needed for delinquent children with serious behavior problems, and the emotionally disturbed; and a special training program in daily routines of living is needed for the mentally handicapped who require custodial care. In addition, consideration should be given to adoptive home placements and to the placement of orphaned children in foster homes so that they can reap the benefits of a natural home life.

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[8] *Ibid.*, pp. 28-29.

Critical needs exist in both schools for additional teachers, instructional materials, equipment, and supplies.

Special Classes. Specific needs for improvement of the special classes for mentally retarded children that have been developed in certain divisions are as follows:

1) The "watered down" version of the regular curriculum should be replaced by a program of instruction especially designed for the mentally retarded.

2) Analysis of 402 children in 19 different classes revealed that 103 had speech defects, 51 were deaf, 148 had other disabilities, and 100 were "not reported."[9] As Ashcroft stated: "Such conglomerate classes are inappropriate and inadequate to meet the needs of exceptional children. It is detrimental to the interests of the children indiscriminately mixed together. *Special class placement of children with only speech problems is a practice which should be discontinued immediately.*"[10]

3) Teachers' guides and essential instructional materials are needed for teaching the mentally retarded.

4) Improved tests which are valid and reliable for Filipino children are needed to assess mental capacity.

OTHER NEEDS

In addition to improving or extending existing special education service, attention should be given to other aspects of education for exceptional children as follows:

1) Private and public agencies should work together to develop a comprehensive program for the gifted, the handicapped, and other exceptional children.

2) Continuing attention needs to be given to ways and means of providing special education services in regular schools. Enrichment and adaptation of the program, the use of resource teachers in special rooms, provisions of differentiated materials, and other plans and approaches should be explored.

3) A basic understanding of the needs of exceptional children and of appropriate educational opportunities should be

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[9] *Ibid.*, p. 32.

[10] *Ibid.*, pp. 31-32.

developed on the part of administrators, supervisors, and teachers. Without their understanding and support, an effective program cannot be developed.

4) An over-all plan of special education that is related to the program of general education for children throughout the nation is needed as a basis for future action. With such a plan the educational needs of all children can be kept in focus and maximum returns can be obtained from the funds budgeted for both special and general education.

5) Opportunities for taking courses and laboratory work on the education of exceptional children should be provided in at least some of the collegiate institutions in the Philippines so that school personnel can prepare themselves for the specialized work entailed in developing an adequate program.

6) A variety of research projects are needed on various aspects of special education and on the characteristics of exceptional children in the Philippines.

RECOMMENDATIONS

In order to improve the special education services for the exceptional children in the Philippines it is recommended:

That an advisory committee on education of exceptional children be established to assist in making nation-wide plans for a complete and coordinated program of special education including that which will be provided in regular schools, special schools, and special classes.

That the leadership and coordination services provided by the General Office be expanded through the addition of specialists in education of the gifted, mentally handicapped, speech handicapped, blind and partially sighted, deaf and hard of hearing, and orthopedic cases.

That close cooperation be maintained with rehabilitation agencies in the order to utilize their resources in the education and habilitation of the handicapped at earlier ages.

That the General Office initiate and coordinate a research program on exceptional children in the Philippines with particular attention to:

(a) Definitions of types of exceptional children appropriate for use in the Philippines.

(b) Incidence and prevalence in the Philippines.

(c) Characteristics of exceptional children of different types.

(d) Educational habilitation appropriate to Filipino culture.

(e) Preventive measures that can be implemented locally.

(f) Diagnosis and treatment of disabilities.

That an expanded program of in-service education be developed by the Bureau of Public Schools, with emphasis upon ways to meet the needs of educable exceptional children in the classroom with typical children.

That additional pilot educational programs be initiated to demonstrate various programs such as education of the gifted, day-public-school classes for the blind, itinerant teacher instruction, and the resource-teacher plan.

That a teacher's guide be prepared on techniques for use in identifying and meeting the needs of gifted and other exceptional children who can be accommodated in the regular school program.

That one or more of the teacher-education institutions establish special courses in the education of exceptional children in order that both introductory and advanced work can be obtained in the Philippines.

That superintendents, supervisors, and principals be properly oriented regarding the education of exceptional children and kept informed of the needs that exist in special education and of the ways in which they can assist in meeting them.

That separate schools be established for the deaf and for the blind in different regions of the Philippines, the number of schools and their location to be determined after a careful survey of the number of children involved, their location, availability of sites, access to related services, and funds needed for capital outlay and operation.

That the following improvements be made in the School for the Deaf and the Blind:

(a) The physical plant should be renovated keeping in mind that its ultimate function should be the education of the deaf and the hard of hearing. An expert on education of the deaf should serve as a consultant in planning the renovation in order that essential special facilities will be provided.

(b) Education of the blind should be separated from that of the deaf and should be placed on a separate campus. Until such time as this can be implemented, separate programs should be provided on the present campus, headed by a principal or a head teacher.

(c) Expanded dormitory facilities should be provided apart from the classroom facilities.

(d) Enrolment should be limited to school-age children; children over 18 years of age should be referred to other agencies such as the Office of Vocational Rehabilitation.

(e) Periodic examinations and the services of medical specialists should be provided as a regular part of the program.

(f) The essential specialization needed by the instructional staff should be developed through proper arrangements for intensive training in either the education of the deaf or that of the blind.

(g) Emphasis should be given in the instructional program to the development of the competencies needed to live effectively as a blind or deaf person.

(h) Essential special equipment should be provided in order to upgrade instruction and to get maximum returns from the investment of funds currently being made.

(i) Additional teachers should be added to the staff so that class size can be reduced to meet reasonable standards.

That the program at the School for Crippled Children be improved as follows:

(a) At least three especially trained teachers should be added to the staff in order to provide a minimum program of instruction for each child.

That the program at Welfareville be improved as follows:

(a) A program of basic elementary and high school education should be provided for orphaned children who are adequately adjusted to profit from it. Near-by schools should be utilized in so far as possible.

(b) Special educational services should be provided for delinquents, children with serious behavior and emotional problems, and disturbed children with emphasis upon therapy and rehabilitation.

(c) A special educational program should be provided for the custodial mentally handicapped children with emphasis upon self-feeding, dressing, toilet care, and other daily routines.

(d) Additional classrooms should be provided so that limited session classes can be placed on full-day sessions.

That the special class program be improved as follows:

(a) Clear-cut definitions and standards should be developed for the identification and placement of children in special classes, and school personnel should be trained on how to use them.

(b) Speech handicapped and other types of exceptional children should not be assigned to classes for the mentally retarded unless mental retardation is the major handicap.

(c) Classes for educable mentally retarded should be reduced to a maximum of from 8 to 12 depending upon the age range of the children and the nature of the instructional difficulties encountered in teaching them.

(d) Teachers assigned to special classes should have special preparation for their assignment.

(e) Psychological tests that are appropriate for use with Filipino children should be developed and used in making appraisals of mental capacity.

Adult Education

Adult education as a civic movement in the Philippines had its beginning in 1907 through Act No. 1829, which provided for lectures to be conducted in the municipalities and barrios.

In 1914 municipal teachers were placed in charge of the lectures, thus linking adult education to the public schools. The Office of Adult Education was created in 1936 under Commonwealth Act No. 80 to implement the Constitutional mandate that "...the Government shall establish and maintain a complete and adequate system of public education, ... and shall provide at least free primary education, *and citizenship training to adult citizens.*" (Italics supplied.) In 1947 the Office of Adult Education was made a division of the Bureau of Public Schools and charged with the responsibility of educating out-of-school youth and adults.

The major objectives of adult education have been to eradicate illiteracy and to provide for citizenship and vocational training. With the adoption of the community-school concept and the long-range objective of adult education has been "the improvement of community life in all its aspects, through the provision of vocational, recreational, social and other educational opportunities for adults to make themselves more efficient citizens."[11] This objective is in line with the recommendations made by the Unesco Consultative Educational Mission in 1949.[12] Continuing emphasis has been given to the eradication of illiteracy and to the promotion of citizenship and of vocational education.

The report on Adult Education made to the Board of National Education highlighted the vital link between the community school and adult education as follows:[13]

> Every barrio of the Republic must be a small democracy and its school house a community center where the people should meet to discuss among themselves their common interests and to devise methods of helpful cooperation.

The program in the Philippines has been tied up with the community-school program in a most successful manner. This vital link should be maintained as the program is expanded and improved. Because of the interrelationships between the adult education program and other community development programs (PACD, BAE, RHU, SWA), efforts have been made in the past and should be made in the future to achieve better coordination.

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[11] Division of Adult Education. *Adult Education Annual Review — 1958-1959.* Manila: Bureau of Public Schools, p. 2.

[12] Unesco Consultative Educational Mission, *op. cit.*, p. 33.

[13] Board of National Education, *op. cit.*, p. 360.

SCOPE OF THE PROGRAM AND NEEDED IMPROVEMENTS

There are many facets of a complete program of adult education. Fundamental education is needed not only to eradicate illiteracy but also to provide basic instruction related to citizenship, health, sanitation, and improvement of home and community life. Other aspects of adult education should go beyond the fundamental needs of adults in order that a higher level of economic, cultural, and political development can be achieved.

The program in the Philippines has not been restricted to fundamental education although this has been and should continue to be a major emphasis. The major segments of the present program have been brought to varying levels of development. Some have been initiated quite recently and are experimental and exploratory. The budget for the Division has been small, making it impossible to expand certain aspects of the program.

During the past decade a variety of economic, health, home life, cultural, and citizenship improvement activities have been carried out under the auspices of the Division of Adult and Community Education. Shown in Table 3 are the number of community education activities for a ten-year period beginning in 1949.

LITERACY EDUCATION

A major phase of the adult education program is that dealing with the eradication of illiteracy. Shown in Table 4 are data regarding the number of classes, enrolment, and number promoted over a 10-year period.

TABLE 3. NUMBER OF COMMUNITY EDUCATION ACTIVITIES DURING 1949-1950 TO 1958-1959

	1949-50	*1950-51*	*1951-52*	*1952-53*	*1953-54*	*1954-55*	*1955-56*	*1956-57*	*1957-58*	*1958-59*
Literacy Education	6,795	6,533	4,894	4,239	2,876	4,045	4,052	3,039	1,452	853
Economic Improvement —										
Poultry projects	5,623	7,190	15,148	26,821	21,038	376,044	346,011	381,372	268,421	200,492
Piggery projects	3,545	6,593	12,653	15,782	20,702	326,072	324,222	264,227	270,518	214,999
Fruit tree growing projects			353	9,995	16,257	495,603	389,027	244,782	166,589	142,039
Vegetable garden projects	6,076	4,761	15,887	19,887	22,625	813,921	773,201	35,948	304,073	225,281
Health and Home Life —										
Homes with provision for proper garbage disposal *		4,499	10,013	14,688	20,053	199,489	232,088	1,545,299	1,021,688	15,489
Homes with sanitary toilets *		9,800	16,340	22,233	25,486	891,676	864,910	1,095,819	780,553	908,733
Demonstrations on home and maternity care *				1,229	2,218	9,824	17,340	35,948	10,189	6,456
Homes with proper drainage *				8,959	13,510	826,308	191,629	36,656	9,863	8,643
Food demonstrations *				2,264	3,098	66,484	33,948	16,480	12,109	14,654
Community first aid clinics *				2,607	2,828	6,513	8,673	4,001	8,392	5,522

TABLE 3.—(CONTINUED)

	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59
Cultural Improvement —										
Community literary-musical program held *		3,499	6,411	11,441	24,707	828,103	33,056	31,644	824	1,121
Homes with provision for sala, bedroom, dining room, etc. *		3,661	9,439	15,072	25,615	940,022	292,780	198,864	175,103	186,103
Educational film showings held	28	194	877	2,442	2,349	14,456	5,173	6,843	369	188
Functioning reading community centers organized *			8,153	11,855	17,521	8,863	9,691	15,695	3,194	2,507
Museums organized *						663	544	11,525	564	1,087
Native dances recorded *						460	1,002	1,120	459	1,537
Native songs recorded *						14,857	980	2,310	722	1,068
Citizenship —										
Community assemblies held	5,088	12,365	9,095	70,322	27,200	43,516	29,963	36,993	14,863	34,580
Functioning *puroks*	115	926	24,521	31,269	39,161	45,130	40,913	73,815	75,161	82,141
Helping civic organizations	350	5,554	4,636	3,638	3,737	3,576	35,648	1,462	5,313	8,737

SOURCE: Summarized reports of BPS AED Form 1 (Report on Home and Community Reports), and Form 4 (Semi-Annual Report).

* These projects were included in this report as of the school years for which there are entries in this table.

TABLE 4. NUMBER OF LITERACY CLASSES, ENROLMENT, AND NUMBER AND PER CENT PROMOTED FROM 1949 TO 1958

Year	*Number of Classes*	*Enrolment*	*Number Promoted*	*Per cent Promoted*
1949-1950	6,795	203,851	49,310	24.19
1950-1951	6,533	195,993	49,872	25.44
1951-1952	4,894	146,820	41,419	28.21
1952-1953	4,239	127,183	42,570	33.47
1953-1954	2,876	86,286	36,606	42.42
1954-1955	4,045	121,364	77,530	63.88
1955-1956	4,052	121,584	59,222	48.71
1956-1957	3,037	91,182	36,464	40.00
1957-1958	1,452	62,840	37,900	60.31
1958-1959	853	25,498	15,722	61.66

SOURCE: Reports on enrolment and promotion (AED Form 1).

TABLE 5. ESTIMATES OF THE NUMBER AND PER CENT OF ILLITERATES FOR SELECTED YEARS

Year	*Number of Illiterates*	*Per Cent of Illiterate Population over Ten Years of Age*
1948	5,024,656	37.8
1954	4,988,192	36.13
1959	4,641,607	34.89

SOURCE: Division of Adult and Community Education, *1959 Adult Education Statistical Bulletin* (Manila: Bureau of Public Schools, 1959, pp. 31-32).

The estimates of illiteracy presented in Table 5 clearly indicate that much remains to be done. Although substantial progress has been made in eradicating illiteracy, between four and five million Filipino citizens over ten years of age are still illiterate. An all-out program should be planned and launched to reduce illiteracy.

Instructors for the literacy classes have been selected from volunteers; most of these have been elementary school teachers. Even the functional literacy classes sponsored by civic, religious, and fraternal organizations have been taught largely by volunteer workers although some have been given moderate allowance by the sponsoring institutions in the amount of not more than ₱30.00 a month. From 1956 to 1959 the Office of the Presidential Assistant on Community Development (PACD) made available moderate allowances for literacy teachers under the Bureau of Public Schools at the rate of ₱30.00 a month.

The state of illiteracy shown in Table 5 was 37.8 per cent in 1948, and 34.89 per cent in 1959, with a small gain of 2.91 per cent after ten years, or an average yearly gain of .29 per cent. In addition, around 244,903[14] children drop out every year in the primary grades (I-IV) who cannot be considered functionally literate and who might lapse back to illiteracy.

To be really adequate and effective, the literacy phase of the adult education program must be given sufficient financial support with the end in view of providing the necessary personnel services, literacy teachers, instructional materials, supplies, and equipment.

The production of reading materials has been necessary in order to improve the program of literacy education. Reading materials have been published in 6 major native languages and in 9 of the other native languages. The total number published thus far and estimates of the number needed are given in Table 6.

CIVIC AND CITIZENSHIP EDUCATION

The improvement of home and community life is one of the important phases of the adult education program. In carrying out this objective, community projects are launched as a means of (1) improving community living, (2) promoting the development of the desirable skills, habits, attitudes, and appreciations, and (3) deepening the insights of the people into their community problems. Utilizing the influence of the *purok* organizations, the parent-teacher associations, barrio councils, civic clubs, religious organizations and other lay groups, the adult education program encourages the organization and launching of such community projects as (1) the construction of sanitary toilets and drainage, (2) community assemblies, (3) literary-musical programs, (4) participation in fund campaigns and collection of taxes, (5) organization of study and discussion groups, (6) organization of youth clubs for the education of youths out of school, mother's club, etc., and (7) construction of health centers, play centers, and school buildings.

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[14] Bureau of Public Schools. 1958 Statistical Bulletin, p. 19.

TABLE 6. NUMBER OF READING MATERIALS PRODUCED, ESTIMATES OF THE NUMBER STILL NEEDED, AND ESTIMATED COST OF PRINTING

Native Language	*Number of Titles Produced* *	*Number of Materials Distributed*	*Estimated No. of Materials Still Needed*†	*Estimated Cost of Printing*‡
Tagalog	38	679,263	1,045,387	₱ 522,693.50
Bicol	20	87,855	388,616	194,308.00
Cebuano	21	121,489	929,078	464,539.00
Hiligaynon	15	44,441	440,491	220,245.50
Ilocano	19	101,372	474,282	237,141.00
Pampango	12	30,513	79,040	39,520.00
Pangasinan	4	6,082	97,201	48,600.50
Samar-Leyte	10	18,726	149,252	74,626.00
Tausug	7	5,894	73,486	36,743.00
Magindanaw	6	5,852	155,532	77,766.00
Ibanag	4	17,500	149,132	74,566.00
Maranaw	3	2,250	77,130	38,565.00
Batanes	1	981	80,919	40,459.50
Igorot	1	1,436	81,464	40,732.00
Total		1,117,760	4,221,010	₱2,110,505.00

SOURCE: Division of Adult and Community Education, General Office.

* Computation based on 1,000 moderate allowance teaching positions at 30 adult pupils per class — 3 classes a year under a teacher.

† Most of these materials are on the development of vocational skills, cultural values, and health consciousness. There is still a need for materials on the development of citizenship and moral-spiritual values. Projected on a 5-year program, the annual financial support for printing in the last column will be on the average of Four Hundred Thousand Pesos (₱400,000.00).

‡ Based on an estimated cost of ₱0.50 per copy (49 titles).

While appreciable progress can be noted in this phase of the adult education program, it is felt that much more can be achieved if the following are provided:

1) *Effective lay leadership on the local level.* Home and community improvement programs are pursued under the principle of self-help. This includes the development of leadership in the formulation and implementation of local improvement programs. For this purpose, *puroks* are organized so that local efforts can be mobilized to improve community living. Experience and observations, however, indicate that many *puroks* have ceased to function after leadership from above has been withdrawn. The more important reason for this failure is that leaders of these local organizations have not as yet acquired the basic skills and competence needed to serve as leaders. There should, therefore, be more lay leadership training so that leadership from the outside can gradually be developed.

2) *Effective programming and launching of home and community improvement projects.* Adult education as an integral part of the community-school program is not yet fully understood and accepted by school personnel. This situation has resulted in fragmentary and spasmodic programming and launching of community education activities that are often isolated and unrelated to the knowledges and skills acquired in the various curriculum offerings. There is need to organize more study and discussion groups for the purpose of developing group thinking and group action on the solution of socio-economic problems.

3) *Better coordination of efforts among those engaged in the promotion of community welfare.* Community improvement is not the responsibility of any one single institution. While there are governmental and non-governmental agencies that are engaged in community improvement work, these various agencies frequently pursue their own program resulting in duplication of functions, petty jealousies, and uncoordinated efforts.

CONTINUING ADULT EDUCATION (VOCATIONAL)

The Division of Adult and Community Education has encouraged the giving of short courses as a part of the continuing education for adults to enable them to acquire basic vocational skills. The main aim is not to train people for occupational pursuits, but only to enable them to bolster their family income. The program includes the extension of practical education to farmers. Poultry raising, piggery, improved methods of planting cereals and vegetables, and the propagation of fruit trees are among the projects emphasized in the field. The prevention and control of animal as well as plant diseases are both stressed in the agricultural regions of the country.

In complete elementary schools where facilities and technical know-how are available, demonstrations and regular vocational classes are held for interested adults in the community.

In barrio communities where raw materials that can be converted into useful articles are abundantly available, the promotion of home industries is the major emphasis of adult education. Loom weaving, basketry, hat weaving, and mat weaving are illustrative of the home industries that are being encouraged.

Considerable interest in this continuing education program has been developed among the adult population in many communities. However, the following factors have hindered the development of this phase of the program:

1. Lack of personnel with technical knowledge.
2. Inadequate equipment and supplies.
3. Inadequate understanding of the relationships between this phase of the adult education program and the total public school program.
4. The need for a position of a coordinator in the promotion of home industries to work with the different governmental agencies, especially in the utilization of technical skills; and
5. The need for audio-visual education vans to facilitate the dissemination of information and learning.

RECREATION EDUCATION

Since 1937 steps have been taken to include wholesome recreational activities for adults and out-of-school youth in the adult education program. Literary-musical programs and athletic activities have been promoted in all provinces.

During barrio fiestas and other barrio celebrations, athletic competitions are held for the entertainment of the barrio folk. Ball games, races, and other competitive native games are usually played. These games attract the attention of the people and it is hoped that ultimately they will help to dissuade them from going to gambling dens, *tupadas*, and other local games of chance.

The community schools include in their extension services the offering of various musical-literary programs. These programs are sponsored by the different student organizations such as the dramatic club, the glee club, and the student government.

Town fiesta celebrations are held yearly in almost all provinces. In many of these fiestas, industrial and agricultural fairs and playground days are held. The playground programs serve as yearly culminating activities of the school's physical and health education program. Competitions in folk dancing, singing, rondalla, bands, and other instrumental music are an important feature of the program. This feature promotes not only the cultural but also the recreational education of rural folk.

There is, however, a need for a more effective and vitalized program of recreational education characterized by continuity of participation on the part of the rural folk. Most rural communities do not have an adequate recreational program. This is due to the lack of competent leadership in the promotion of the program and adequate personnel to serve the more than 19,000 barrio communities of the country.

To extend recreational facilities to outlaying communities, there is a need for more lay leadership training program on the barrio level, at which local leaders can be trained to direct local recreational activities. To conduct these training programs in rural areas, there is a need for more trained personnel from the General Office and division offices who should extend technical and consultant services to local leaders and administrators of this program. The schools should help to organize a year-round program of activities to include community singing, folk dancing, games (native games), stage shows, etc. The school with its facilities can be used as the center for such activities.

PILOT PROJECTS

Pilot projects have been established in several centers in order to study, demonstrate, develop, and appraise community education techniques and practices. Three different types of activity are being carried out in three different centers as follows:

1) *Bayambang Project Center, Bayambang, Pangasinan.* The project seeks to evolve effective techniques and methods of extending citizenship and vocational training to out-of-school youth and adults.

2) *San Guillermo Project, Morong, Rizal.* The San Guillermo Community Education Project aims to promote adult and community education through the coordinated efforts of local civic and other organizations and government agencies with the school as the initiating agency.

3) *Malinta Project, Polo, Bulacan.* The Malinta Project aims to discover and evolve techniques and practices that will help enhance the development of underdevelop but promising home industries through the leadership or stimulation of the school.

In order to expand the centers and utilize them more effectively, the following are needed:

1) Technical assistance from adult education supervisors and other experts to local administrators of the project in solving encountered technical problems and difficulties.

2) Publication and distribution of tested adult education techniques, methods, and practices evolved in the centers for the information, guidance, and use of the field in solving similar problems in their localities.

RADIO EDUCATION

Community education through radio broadcasts was initiated in January, 1959, by the General Office through the Division of Adult and Community Education. The first broadcasts were in Tagalog. However, it is planned to use other native languages in the future as soon as the necessary funds are made available. The great possibilities of mass education through this medium should be fully explored. Every possible effort should be made to expand this phase of the program and to evaluate the outcome critically so that continuous improvements can be made. The following are needed to implement this phase of the program:

1) Creation of additional positions for script writers in the different native languages. At present the Division of Adult and Community Education has only one script writer who prepares materials in Tagalog.

2) Organization of effective listening and discussion groups in communities in the rural areas in accordance with the suggestions given in the brochure prepared in the Division of Adult and Community Division entitled *Community Organization for Radio Education.* Radio education as a phase of the adult education program can be of optimum value only when the people are organized into listening groups and discuss freely the issues raised in every broadcast.

LEADERSHIP TRAINING

A program of leadership training has been instituted to prepare teachers and leaders for the many different phases of the program. Since the bulk of the teachers and leaders are volunteers who have not had special training in the education of adults and out-of-school youth, real efforts should be made to prepare them as adequately as possible for their assignments. Although a number of workshops and conferences have been held, only a small fraction of the field teachers and leaders have been able to attend. The number of General Office adult education supervisors has been increased from 15 in 1946 to 22 in 1959, but here again it has not been possible to provide adequate supervisory services. A variety of teaching guides and leadership bulletins have been prepared but the distribution has been limited because of lack of funds. In order to improve this phase of the program, the following should be provided:

1) Additional funds for the creation of supervisory positions on the school division level. At present there are only 18 regularly appointed adult education supervisors in the provinces. Most of the supervisors performing the job of adult education supervisors in the 54 provincial school divisions and 10 city school divisions in the Philippines are supervisors who have other assignments.

2) Provision of adequate equipment for the printing of necessary bulletins and pamphlets for use in leadership training.

3) Provision of a scholarship program that will afford an opportunity for adult education supervisors to go abroad in order to broaden their knowledge and understanding of the different phases of the adult education program.

4) An increase in the number of supervisors in the General Office with technical know-how on the different phases of the adult education program.

RECOMMENDATIONS

It is recommended:

That a long-term program of adult education be projected in order to accelerate the eradication of illiteracy, and to provide the basic education needed by adults and out-of-school youth for a minimum level of civic and vocational competence.

That the existing services of the Division of Adult and Community Education in the General Office be strengthened and given more adequate support through increased appropriations for essential personnel, equipment, and supplies.

That at least one adult education supervisor be provided in each school division.

That the general principle of utilizing the community school as the center for adult education be continued.

That appropriate assistance be obtained from trade, agricultural, fishery, and normal schools.

That further steps be taken to provide school personnel with a working knowledge of the role and function of adult education as a part of the community-school program.

That as a basic policy adult education activities of various agencies be coordinated by the Division of Adult and Community Education in the General Office.

That the rank and status of supervisors of adult education be made equal to that of other supervisors in the General Office.

That courses in adult education be offered at the undergraduate level in normal schools and at the graduate level in selected institutions.

CHAPTER VI

Teacher Personnel and Teacher Education

Teaching Personnel

QUALIFICATIONS OF PRESENT STAFF

When the Monroe Commission made its report in 1925 and commented sharply that more adequate provision for professional teacher education was the outstanding immediate need facing the country in providing an adequate program of education, the report disclosed that fewer than five per cent of the teachers had been specifically trained in teacher education institutions.[1]

Today the picture has vastly improved. Of the 95,212 elementary teachers employed, the number "not fully qualified," according to the Research and Evaluation Division of the Bureau of Public Schools, is only 7,617 or about 8 per cent, while the number of "not fully qualified" secondary teachers is 1,033 out of 9,011 or 11 per cent.[2] The term "not fully qualified" means that these teachers have not completed the academic and professional requirements for fully qualified teachers. Either they are less than college graduates, or if they have a college degree they do not have the required courses in professional education.

However, there is another classification which is used far more in the Philippines, and that is "eligible" or "non-eligible." Of the 95,212 elementary teachers, 31,017 or nearly 33 per cent are "non-eligible," while of the high school teachers, 4,414 out of 8,571, or about 51 per cent are "non-eligible." This means that they either have not taken or else have failed to pass the examination given by the Civil Service Commission for fully qualifying teachers.[3] (This situation will be discussed in a later section of this chapter).

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[1] Monroe *et. al., op. cit.*, p. 443.
[2] *Statistical Bulletin*, Bureau of Public Schools, 1958, p. 35.

ANNUAL NEED FOR NEW TEACHERS

The number of new teachers needed each year depends on two factors: (1) the number of teachers lost to the service by death, resignation, or retirement—usually referred to as "turnover" and (2) the number needed to teach additional classes made necessary by the increase in enrolment. These additional classes are called in the Philippines "extension classes."

The amount of turnover each year is not high when figured on a percentage basis. It included for the current year 2,195 elementary teachers out of 95,212 and 179 secondary teachers out of 9,011 or a total of 2,374 new appointments, needed for replacement in 1959.[4]

When it comes to additional teachers needed for extension classes, the number is fixed by the annual Congressional budget for public education which specifies the number that may be employed. Each year the Bureau of Public Schools requests a certain number of additional teachers based on estimates of increased numbers in enrolment, and nearly every year a smaller number is allowed by Congress. Each year for the past several years the number requested has been 7,000. One year only (1951) that number was allowed; for the past ten years, the number allowed annually has regularly been from 3,000 to 3,500 except for 1954-55 when only 695 were allowed, and 7,000 in 1951, as mentioned above.

The number of 2,374 needed for replacement, therefore, plus 3,000, the number allowed for expansion, means that annually for the past several years slightly more than 5,000 new teachers have been needed each year. (If the full number of teachers really needed to properly care for all pupils were allowed, the total would be much more).

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[3] *Ibid.*, p. 36.
[4] *Ibid.*, p. 37.

SOURCE OF TEACHER SUPPLY

The source of supply for elementary teachers includes the eight regional normal schools and the Philippine Normal College, supplying altogether about, 1,000 graduates annually, and more than one hundred private normal schools and colleges, supplying (in 1959) 2,723 graduates.

For the secondary schools, the only public college or university preparing general teachers (as contrasted with vocational) is the College of Education of the University of the Philippines, graduating annually less than 200 prospective teachers, while private universities and colleges graduate 4,516 prospective secondary teachers. In other words, because of the relatively smaller number of public secondary schools and the low per cent of turnover (2 per cent) in the secondary schools, the University of the Philippines could almost supply enough secondary teachers to meet the nation's needs. There are in addition 4,516 graduates from private institutions prepared for positions that cannot possibly materialize.

As enrolment in public secondary schools increases, however, as it should if the proper facilities and financing are provided, plans should be made for providing more public teacher education institutions for the preparation of secondary teachers. This might mean adding programs to some of the present normal schools or it might require the establishing of some new institutions.

In the field of vocational education there are five publicly supported schools and colleges preparing teachers of agriculture, and three preparing teachers of industrial arts and industrial education. There are very few private schools in this field, and the numbers graduated from the public institutions are about enough to meet the present needs occasioned by turnover and extension classes.

However, not all the graduates of teacher education institutions qualify for appointment as public school teachers;

regularly less than 50 per cent of them do. Table 1 below shows the statistics.

During the past nine years, a total of 156,927 applicants have taken the Bureau examinations given annually in May. Of this total number, less than half, 73,461, qualified for appointment. During this nine-year period a total number of 36,489 new teachers were appointed to teach in the public schools, leaving the number of 36,972 who apparently were interested in teaching but could not find jobs. Furthermore, added to this latter number might be the 83,337 students who completed a teacher education program but failed to pass the qualifying examination, or a total of 120,309 who completed during the past nine years a teacher education program but are not now teaching in the public schools, an annual average number of more than 13,000 young men and women who received a diploma for a career that did not materialize.

TABLE 1. RESULTS OF THE COMPETITIVE EXAMINATIONS FOR TEACHERS (TEACHER-SELECTION TESTS) GIVEN BY THE BUREAU OF PUBLIC SCHOOLS AND THE NUMBER OF SUCCESSFUL EXAMINEES EMPLOYED ANNUALLY

Year of Exam.	*Number of Examinees*			*Number Qualified* [e]			*Total Number*[f] *Employed in Public Schools*
	Public	*Private*	*Total*	*Public*	*Private*	*Total*	
1951[a]	2,807	22,825	25,632	2,252	9,951	12,203	6,228
1952[a]	2,574	26,296	28,870	2,383	10,712	13,095	3,138
1953[a]	2,842	22,162	25,004	2,538	9,530	12,068	1,851
1954[a]	1,711	12,543	14,254	1,477	4,990	6,467	1,105
1955[b]	2,500	10,478	12,978	2,127	3,351	5,478	1,745
1956[c]	3,429	9,446	12,875	2,524	3,393	5,917	3,060
1957[d]	2,389	8,799	11,188	1,823	3,533	5,356	5,215
1958[d]	2,204	10,253	12,457	1,867	4,145	6,012	6,025
1959[d]	2,095	12,008	14,103	1,656	5,209	6,865	8,122
TOTAL	22,551	134,810	157,361	18,647	54,814	73,461	36,489

[a] Quoted from *General Educational Policies*, A Report of the National Board of Education, Manila, p. 113.

[b] Bulletin No. 3, s. 1956 for column "No. of Examinees" only.

[c] Bulletin No. 9, s. 1958 for column "No. of Examinees" only.

[d] Unpublished reports of the Research and Evaluation Division, Bureau of Public Schools.

[e] From 1955 to 1959, those who obtained a score equal to or above the national mean for each curriculum.

[f] The figure for each of years 1955 to 1959 was derived by adding the increase of teachers due to increased enrolment and the number of teachers separated from the service.

This is at first glance a staggering figure, but there are two additional points that should be mentioned: (1) Many of these potential teachers are teaching in the private schools — particularly private secondary schools. The exact number has not been ascertained. (2) Quite possibly a number of graduates from teacher education programs did not really expect to teach in the public schools; they may merely have wanted an education—or a diploma—and this was one way to get both or either.

One thing is clear: the public institutions offering programs of teacher education are not graduating too many to fill the annual need for new teachers. Teachers from the private schools are needed also — but not in the numbers now provided. This particular problem will be discussed in a later section of this chapter.

QUALIFYING EXAMINATIONS

Public school teachers in the Philippines, along with practically all government employees, are under the Civil Service System and obtain permanent appointment only under that system.

For a teacher to become an "eligible" for a permanent teaching post he or she must pass the qualifying examinations given by the Bureau of Civil Service. While these examinations are given annually for most civil service classifications and for most professions, those for teachers have been given quite sporadically in recent years. The last time the examinations were given was in 1955 and 1956. At that time the results were as follows:

Junior Teacher Examination (Elementary)

No. of Competitors	90,339
No. passing	27,788
No. not passing	62,551

Senior Teacher Examination (Secondary)

No. of Competitors	60,058
No. passing	22,063
No. not passing	37,995

It can be seen that a minority passed the examinations in each case — less than a third of the elementary candidates and a little more than a third of the high school candidates.

The problem of dealing with more than 150,000 examination papers, all of which have to be marked by hand, proves to be such a task for the Civil Service authorities that months pass before the results are made public. Sometimes as much as two years elapse before the results are announced. Meanwhile, it is impossible for a teacher to gain permanent employment, salary increments, or promotion because he or she is not officially an "eligible" for such actions.

Because the examinations are not given regularly, while each year thousands of college graduates become potential teachers, the Bureau of Public Schools has been obliged to give examinations to afford some basis on which to make teaching appointments. These examinations do not substitute for the regular Civil Service examinations; they merely provide a basis for temporary appointment and for trying to determine the most capable among the many college graduates who would like to have teaching assignments. Since the Bureau examinations are quite similar in type and content to the official Civil Service examinations, it is quite likely that there is a high correlation between the groups that pass either of the examinations. However, it is perfectly possible for a candidate to pass the Bureau examinations and later fail the Civil Service examinations — and vice versa.

Potential teachers who graduate during the years when no civil service examinations are given are at an unfair disadvantage in obtaining regular employment and the advantages that come with regular appointment. They cannot be assured that the examination which they had to take will give them permanent appointment and they have to have an unduly extended period of probation until such time as the next civil service examination is given. Furthermore they are denied the privilege of promotion or of salary advances — through no fault of their own.

In at least two provinces which have normal schools, *not a single member* of the 1959 graduating class was appointed to a teaching position in the province where the normal school is located — not even the class valedictorian, because there were already "eligibles" on the waiting list and recent graduates were denied the opportunity to become an eligible because Civil Service examinations were not given.

This is a deplorable situation — one which ought to be remedied immediately in the interest both of fairness to the new graduates and of providing the school division promptly with a group of new, recently trained teachers. The examinations by all means should be given annually.

Since the Bureau of Public Schools has developed a series of successful qualifying examinations and has been able to have them marked in a reasonable length of time, and since officials of the Bureau have the background, the "know-how," and the experience to construct and administer such examinations, *it is recommended* that the Civil Service authorities delegate to the Bureau of Public Schools the authority to test and certify teachers for teaching positions. An examination of the Civil Service law reveals that apparently such a delegation of authority would be possible and legal. The Board of Civil Service examiners could retain the right to review any case of appeal.

Whether or not the giving of examinations is transferred to the Bureau of Public Schools, there are three other matters which the Survey Team would offer for consideration.

The first concerns the use of only one technique for deciding a teacher's eligibility — by means of a single written examination. It is possible to measure knowledge on a written test, but not performance, behavior, attitudes or character. Even though an examination poses alternative solutions to a problem and asks the candidate to select the correct solution, there is no assurance that the person will not give what he thinks is the "approved" answer, even though he personally may not agree with it and never intend to practise it.

Various school systems in other places which use examinations as a basis for certifying teachers, use the examination as only one phase of the certifying process. Other phases used may include such items as the following: an oral interview; grades received in college; the applicant's record in student teaching; comments from supervisors and principals. Each one of these, of course, has some weakness; some are highly subjective; some depend on comments from people who may be optimistic rather than accurate; but they do add a valuable element of personal judgment and evaluation that is missing in a question and answer test.

It is recommended that consideration be given to supplementing the present tests with other types of information to be used in determining a teacher's eligibility.

The second matter concerns the length of probationary period. At present a six-month period is used for evaluation of a new teacher, and if that teacher is rated as satisfactory and has passed the necessary examinations, his regular appointment is assured.

It seems to the Survey Team that six months is all too short a time in which to evaluate a person for permanent appointment as a teacher. Seldom does a new person get rated as "unsatisfactory," because his superiors are inclined to be charitable when they are not certain. Six months may be adequate for civil service jobs merely requiring dexterity or simple performance. Six months is not enough to judge professional performance and the likelihood of further professional growth. Many school systems use two or three years as a probationary period.

It is recommended that consideration be given to extending the period of probationary appointment to two years or more.

The third matter on which the members of the Survey Team would like to comment involves the matter of lifetime tenure. The experience which members of the Survey Team have had with certification and tenure leads them to suggest a modification for consideration. Many school systems with which they are familiar used to give "life certificates"; few now do. Instead, a teacher's certification (or eligibility) is given for a definite period — three years, five years, six years — and renewed on evidence of professional growth, this evidence defined in various ways: summer courses; participation in workshops; foreign travel; special contributions in curriculum development; these and other similar activities are some of the factors which may be recognized as constituting a basis for renewing a teacher's eligibility, in addition to satisfactory reports on classroom teaching. After two or three such renewals, amounting to a total of ten years, a teacher's eligibility might be reviewed only at future ten-year intervals.

It is recommended that a policy of this sort be reviewed to determine whether it would be feasible and whether it would benefit the school system.

APPOINTMENT POLICIES

The Survey Team members understand that there are regular fixed procedures for appointing teachers, based on passing the necessary examinations and allowing certain weighting factors based on experience. There is a directive, also, authorizing superintendents to give priority to local candidates.

What is puzzling, however, is the fact that no weighting seems to be given to quality or length of the undergraduate teacher program. Unless the Survey Team members do not have complete information, it is understood that a teacher with several years of experience who has been judged satisfactory outranks a recent normal school graduate, even though that graduate be the valedictorian of her class and the teacher with experience be a graduate of only a two-year education program.

As mentioned in another section of this report, there are at least two divisions in which are located public normal schools which have not placed any of their graduates in recent years. There are other normal schools whose graduates have been placed to only a limited extent by the province which operates the normal school.

To the Survey Team it appears that either there is something amiss with the regulations or there is a lack of understanding of the regulations on the part of some superintendents. It seems to the Survey Team that there ought to be some way for superintendents to give recognition to graduates from a teacher education program for which they themselves are responsible.

It is recommended that the policies governing appointment of teachers be reviewed in an effort to permit appointment of recent graduates from government normal schools.

TEACHERS' SALARIES

Teachers' salaries are regulated by the Wage and Position Classification Office and are subject to change as salaries of all government employees are changed. The present WAPCO scale for teachers, based on years of college study, lists the following salary ranges:

Less than two years of college	₱1884 — ₱2304
Two years of college	₱2196 — ₱2676
BSE degree (four years of college)	₱2544 — ₱3108
BSE degree plus 20 semester hours	₱2676 — ₱3208
Master's degree	₱2808 — ₱3402

This scale, however, has not been fully implemented due to lack of sufficient funds. When the scale was accepted in fiscal year 1957, it was the intention that the salaries would go only 30 per cent toward the new scale the first year, and that in two more years of equal percentage increase the scale would be in full effect. Thus far, nothing has been done beyond the 30 per cent in 1957. A geographical difference in pay was effective until July 1959.

Actual beginning salaries in effect during the current year and the two preceding years give beginning teachers with two years of college a salary of ₱1800, whereas the scale calls for ₱2196; BSE graduates ₱2088 instead of ₱2544; and teachers with master's degrees also ₱2088 instead of ₱2808 as listed in the WAPCO scale. With living costs what they are, it is vitally important that teachers' salaries become more adequate. *It is recommended* that Congress make every effort to appropriate the necessary funds to fully implement the WAPCO scale.

Furthermore, since several years have already elapsed since the scale was adopted, *it is recommended* that not later than 1962 a complete re-study be made of teachers salaries to determine their adequacy in terms of living costs and the salaries paid other professions and occupations, with a possible outcome the further raising of the salary scale.

Table 8 B, on page 536 showing the relationship of the present WAPCO scale to salaries paid in previous years, reveals that a salary of ₱1800 today is actually equivalent to only ₱584 when the peso is weighed in terms of its 1941 value. The salary for that position in 1941 was ₱600, which shows that the projected WAPCO scale (not yet fully in effect) scarcely brings the buying power of salaries back to the 1941 level.

Some favorable comments should be made about the provisions of the salary scale, however. First of all, it is fine that teachers are on a "single salary scale" — no differentiation being made between salaries paid primary, intermediate, or secondary teachers, provided they have the same background of college preparation.

Second, it is gratifying that teachers are encouraged to go ahead for an advanced degree by the provisions of the salary scale.

Third, a definite salary range is set with automatic increments from time to time.

Fourth, teachers are given full consideration along with all government employees in the setting of salary scales.

TEACHER BENEFITS — SICK LEAVE, MATERNITY LEAVE, ETC.

Teachers on a ten-month basis have no days allowed for sick leave — instead they may earn service credit to replace the days lost and in this way suffer no loss in salary.

Those on a 12-month basis have 15 days sick and 15 days vacation leave a year (2½ days per month) cumulated to a total of 10 months of leave at one time — a very fine provision.

Women have two months of maternity leave before the expected birth of a child and 4 months more leave after the child's delivery. If they have been in service for as long as two years, the first two months leave is with full pay.

This is a generous provision, but there is an unfortunate side to it at present, as far as the school — not the individual — is concerned. No money is customarily provided to employ a substitute during the two months the teacher is receiving her salary. Thus the responsibilities of the absent teacher either are not carried out, or they are transferred to one or more of the remaining teachers in the school as an additional assignment.

The same thing is true of teachers who go abroad for study and have their salaries paid. If they are abroad for a year, their position is vacant for a year; no substitute can be employed due to no funds being available.

It seems to the Survey Team that this is an unfortunate practice. The generous treatment given the absent teacher results in unfair advantages taken of her colleagues left on the job and, most likely, less effective instruction for the children during the period she is away.

It is recommended that every effort be made to assign the necessary funds so that when teachers are paid during maternity leave, while studying abroad, or when absent for any other reason, a regularly qualified substitute may be employed until the teacher returns to her post.

EQUALIZING STANDARDS IN ALL SCHOOLS OF TEACHER EDUCATION

The scope of this survey did not include a study of the private schools offering teacher education, and therefore the Survey Team had no opportunity or obligation to review the program offered by these schools. However, this report would not be complete if there were no mention made of these schools, since at the present time they furnish the bulk of new teachers for both the elementary and the secondary schools. Whereas there are currently a total of 17 government supported schools graduating annually approximately 600 prospective teachers, there are 221 schools listed by the Bureau of Private Schools which have programs — either two-year or four-year — for the preparation of teachers. They currently enroll over 29,000 students and graduate annually 7,200 prospective teachers.

Many of these schools have rendered real service to the children of the Philippines at a time of rapid expansion in enrolment when the schools set up by the government for the preparation of teachers could not have supplied enough new teachers to staff the schools. There is no question now, however, but that more persons are going each year into teacher education programs than can be absorbed by the schools. As shown in Table 1 (page 288) there are 11,000 - 14,000 prospective teachers graduated each year from both public and private schools, while only about 6,000 are qualifying through the examinations given by the Bureau. As has been pointed out in a previous section of this chapter, the supply of teacher education graduates who are not teaching is increasing every year.

It is recommended that, in view of graduates of elementary teacher education institutions, the appointment of two-year normal school graduates to teaching positions be discontinued, with a four-year teacher education program being the minimum requirement for appointment to any public school teaching position.

The Survey Team has not made a study of actual conditions, but its members have heard and read enough comments both from individuals and in the press to wonder if all schools preparing teachers are doing a satisfactory job. One problem is the matter of selective admissions. All the public schools of teacher education require that an applicant must come from the upper half of his high school graduating class (some require an even higher record) and also pass qualifying tests. Time after time, the Survey Team has been told that students refused by the public institutions have been admitted to certain private institutions without difficulty. If they continue to graduation they are placed on the same footing with students from the public teacher education schools (and some good private schools) which would not have accepted them as students.

Every survey report which has discussed Philippine schools has mentioned the same problems and has made recommendations. The Monroe Report in 1925 (when there were not nearly so many private schools) called them "private adventure schools."[5] The UNESCO report in 1949 had some very sharp things to say about the programs and standards in some of the schools which the Survey Commission did visit.[6] The Joint Congressional Report in 1951[7] and the Board of National Education Report in 1956 both mentioned the problems and made recommendations, particularly regarding standards of admission.[8]

Spokesmen for the Department of Education have occasionally made comments to the effect that the problem was being solved. But as recently as January, 1960, a leading national publication featured a critical article on the subject entitled "The Diploma Mills — a National Disgrace." Here are a few sentences quoted from that article:[9]

"The fact remains that most of these schools are improperly, nay, horribly run.... The diploma mills are operated by people of considerable power and influence, and there are thousands of these schools...."

"The situation is critical. Yearly, tens of thousands of high school 'graduates' who can hardly read and write and with almost no knowledge of high school subjects are being turned out by the diploma mills, increasing the army of semi-literate with diplomas and no learning. If they go to College, the farce will be continued. If they do not, what will they do with themselves? All they can do is add to the social problems of the nation. Their expectations are high; their training, pitiful; who would hire them? These can turn, as their number increases, into mobs."

The above are only samples of scathing remarks made in this and other publications, the main purpose of which is to defend the action of the Secretary of Education in prescribing examinations of high school seniors. The tenor of the article is "other methods have not worked; inspection by government authorities has not been able to correct the situation; let's at least try the examinations as a possible means of improvement of conditions." [10]

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[5] *Monroe et al., op. cit.*, p. 505.

[6] Unesco Consultative Eucational Mission, *op. cit.*, p. 19.

[7] Joint Congressional Committee, *op. cit.*, pp. 236-251.

[8] Board of National Education, *op. cit.*, pp. 112-113.

[9] Locsin, Teodoro M. *"The Diploma Mills, A National Disgrace,"* Philippines Free Press, Manila (January 9, 1960), pp. 2-3.

The blunt fact is, of course, that most of the private schools are profit-making. It is possible for such a school to offer a good education; some do. But the temptation to "cut corners," to make more money, is very great — so great that only high-minded, conscientious people can resist it. When schools are operated for profit they have to make decisions as to whether some available fund shall be used, on the one hand, to expand library resources or provide additional science equipment, or on the other hand to return dividends to the owners or stock holders. The decision may not always be in favor of the students who are paying tuition, presumably for the best education possible.

The Philippines is the only country in the world (as far as can be ascertained) where the majority of the private secondary and collegiate institutions are run for profit. As long as this condition continues, and as long as human nature remains what it is, there will be the necessity for some sort of regulation to see that students are not exploited.

Whether the remedy is more effective regulations by the government, as is the case in some countries, or whether the colleges will form voluntary associations to regulate themselves, as is the case particularly in the United States, the Survey Team is not in a position to say. A small beginning in the latter process was attempted a year or so ago by some of the leading universities, and may yet prove to be at least a partial solution. The good private institutions, of which there are quite a few, have just as much stake in a program to limit the operation of ineffective institutions as have the public institutions.

Possibly further specific legislation will be necessary to give the government definite authority to enforce better practices, particularly for selective admission of students. The Constitution clearly implies such authority when it specifically says in Article XIII, Section 5, "All educational institutions shall be under the supervision of and subject to regulation by the State."

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[10] *Ibid.*, pp. 2-3.

There has been talk of a Division of Higher Education in the Department of Education. Perhaps such a Division could be authorized to take the lead in regulating or coordinating the program of all institutions, public and private. On the other hand, if the official government authorities do not take the initiative, the alternative would be for the colleges and universities themselves to organize some sort of effective "accrediting" procedure.

The Survey Team is particularly concerned about the quality and preparation of future teachers. If graduates of all types of institutions are to be on the same footing for teaching positions there should be equivalence of standards for admission and of programs of teacher preparation.

The Team has information from only two sources regarding the possible ineffectiveness of some private institutions which are operating programs of teacher education. The first comes from the examinations given by the Bureau of Public Schools for the purpose of qualifying teachers. Table 1 on page 288, will show that during the past eight years over three-fourths of the graduates of public teacher education institutions have passed the examinations (15,098 out of 19,221) while from the private schools considerably less than half (46,019 out of 112,074) succeeded in qualifying.

The other source of information comes from the personal comments of school officials regarding graduates from various types of schools. Practically without exception, they say that, on the whole, the graduates from the public institutions are better prepared as prospective teachers.

That there are some excellent private institutions is beyond question. Some of them are operated on a nonprofit basis; many have a competent faculty, adequate equipment, effective programs of instruction, and high standards. Others apparently are less than satisfactory.

There is no thought here of "public versus private" institutions. There is a definite place and a real need for good private institutions. But there should be no tolerance of poor institutions, public or private.

It is recommended, that necessary steps be taken to require all institutions preparing teachers to practice selective admission based on standards set by the Board of National Education, even if this requires special legislation.

In connection with teacher education there is one point of real controversy; that is, whether or not teacher education students in private institutions should have the opportunity to do some student teaching in the public schools. At present this is not permitted. But such students immediately upon graduation begin teaching in the public schools.

The Survey Team realizes the problems involved in changing the policy, particularly when there is no immediate obvious way to deny this privilege to schools that are suspected of having superficial or ineffective programs.

But when the majority of all teachers employed come from private schools, those teachers might be better prepared for having had previous supervised experience in the schools where they are going to teach. Possibly a college could be approved for using the public schools for student teaching as long as its graduates continue to place in the upper half, or upper fourth, of those taking the Bureau examinations. Perhaps this policy would be based, instead, on a satisfactory percentage of its graduates passing the qualifying examinations. Possibly a private college could be required to demonstrate that its program and standards are in harmony with that of the public normal schools before receiving permission to place some of its students in the public teacher education schools for student teaching. Such standards might include (1) adequate courses on the community school; (2) adequate work in child study; (3) the operation of a satisfactory laboratory school on its campus, to supplement the teaching done off-campus; and (4) limitation of teaching in the public school to a certain percentage at one time. Possibly a student fee might be charged for making this service available.

It is recommended, at any rate, that the possibility of setting up an acceptable plan for permitting qualified private institutions of teacher education to arrange for their students to do some student teaching in the public schools be carefully reviewed and considered.

Teacher Education

INTRODUCTION

The Philippine Normal School, as authorized by the Philippine Commission, began in September, 1901. The institution, originally staffed and operated entirely by Americans, was for many years the only source of supply of teachers for the public elementary schools of the country. Today, as then, the Philippine Normal College is the largest single source of supply of elementary teachers.

Seven years later, in 1908, the University of the Philippines was established and its graduates were available as teachers for the secondary schools. The College of Education of the University was formally organized in 1913.

In the early part of the century, in the United States as well as in the Philippines, normal school education was still on the secondary level. The course of instruction was seldom over two years in length and was predicated on only an elementary education. In many places the normal school program was part of a regular high school. Prospective teachers were grounded thoroughly in the material they would later present to elementary school children, and then were taught ways of presenting it.

By 1925, when the Monroe Commission made its study, there were 22 normal schools in the Philippines, all of them on the secondary level and many of them attached to high schools.[11] The members of the Monroe Commission, analyzing the need for an adequate supply of Filipino teachers educated in the Philippines, made, among others, two basic suggestions. First, they recommended that the normal course be organized to cover the full four years of secondary school. Wisely, they realized that it was difficult to crowd into two years the preparation of a competent elementary school teacher. However, they recommended that the four years be preceded by just the elementary course of seven years. And, secondly, in order to assure a more adequate supply of teachers they recommended that additional normal schools be established to total 30 altogether.

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[11] *Monroe et al., op. cit.*, p. 418.

Viewed in the perspective of conditions at that time, their recommendations can be considered wise ones. Yet they were not followed as recommended. Instead of becoming four-year schools based on a previous elementary education, the schools followed the United States pattern of remaining two-year schools, but requiring high school graduation and later evolving into four-year degree granting institutions.

As far as number is concerned there has been a decrease rather than an increase. While in 1925 there were 22 normal school programs for elementary teachers, today, in addition to the Philippine Normal College, there are just eight publicly supported regional normal schools — nine institutions in all.

For the preparation of general secondary teachers the University of the Philippines remains the only public institution, although eleven public institutions are now preparing vocational teachers for the high schools. Meanwhile a large number of private teacher education institutions have been established for the preparation of both elementary and secondary teachers. These will be discussed in a later section of this chapter.

The Monroe Report further stated that "teacher education presents the outstanding immediate need of the system." That does not hold true today, as far as the program and effectiveness of the normal schools and the other public institutions is concerned. The statement can be made, however, with reference to an adequate supply of teachers from public institutions.

The several national surveys carried on since the Monroe study have all discussed teacher education and have made various recommendations. Some of these recommendations have been put into effect but many have not. Some of them will be repeated and re-emphasized in the current study. The *Gen-*

eral Educational Policies report issued by the Board of National Education, 1958, states that teacher education programs should make provision for the following:[12]

1) A broad general education.

2) Intimate knowledge and deep understanding of children and of the most effective means of helping young people develop and learn to the fullest.

3) Resourcefulness and proficiency in the preparation of curriculum materials and in the use of local community resources (including resource persons) for vitalizing and enriching the education of children.

4) Knowledge and understanding of the needs, materials, methods, and psychology of fundamental and adult education, including arrangements and procedures for the continuing education drop-outs.

5) Understanding and knowledge of the dynamics of the democratic group process and skill in their utilization for group thinking, decision and action.

6) Adequate professional laboratory experiences in school and community including off-campus student teaching in typical community school.

These six provisions are derived from a similar statement in the 1949 Unesco Report of the Mission to the Philippines.[13]

The Survey Team agrees that these statements are a good summary of the essential elements of a good teacher-education program. A school system can not be better than the teachers who staff and operate it. When Horace Mann, over a hundred years ago in Massachusetts, worked for the establishment of America's first normal school he emphasized again and again the point that "the teacher is the school" and that attracting and effectively educating promising young men and women is the only way to provide adequate instruction and develop effective schools.

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[12] Board of National Education, *op. cit.*, p. 114.

[13] Unesco Consultative Educational Mission to the Philippines. *Report of the Mission to the Philippines* (Paris: Unesco House, 1949, pp. 43-44).

The Philippines has made some real progress in teacher education during the 35 years since the Monroe Survey. The normal schools have all become collegiate degree-granting institutions; the programs of study have been strengthened; student teaching provisions have been expanded and improved; curriculum laboratories and audio-visual centers have been developed; child-study centers have been inaugurated to develop a better understanding of the Filipino child; buildings and facilities have been added; and assistance has been rendered the public schools in the line of in-service teacher education.

But not all has been progress. The intervening years have also brought crises and problems, many of them still unresolved. The war brought destruction of buildings, libraries, and equipment. The postwar years have brought an increased school population, rising costs, deterioration of physical plants, and an inability on the part of those responsible for appropriations to provide sufficient funds to operate really first-class institutions. In some ways the normal schools have been treated as step-children as far as adequacy of national support is concerned.

This chapter will attempt to present an analysis of the present program in teacher education and make recommendations for its continued improvement. Many of the recommendations will inevitably cost money. Good schools cannot be cheap schools. But the cost of adequately financing the small number of public teacher-education institutions in the country is a relatively small amount compared with the total school budget. At no point in the school operation, however, is it more essential to develop an adequate program. The future school system can be built only on an adequate supply of well-selected, well-prepared teachers. In no single place can money be spent more effectively and profitably than in developing and maintaining strong collegiate institutions from which will come the teachers of the future.

Other recommendations will not involve money. They will deal with curriculum and administration and can be put into effect, in many cases, as soon as those responsible wish to implement them.

To repeat, the Philippines can be proud of the progress made in teacher education during recent decades — progress made in spite of handicaps and problems. But there is no place for complacency. Much remains to be done, and some of it needs to be done quickly. The country cannot afford to operate collegiate teacher-education institutions on anything but the highest level possible.

THE NORMAL SCHOOLS

There are nine government institutions preparing elementary teachers. The oldest and largest, the Philippine Normal College, located in Manila, has become an independent, chartered college with its own Board of Trustee. The other eight institutions are under the Bureau of Public Schools and are still called "normal schools," even though they have become four-year, degree-granting institutions.

TABLE 2. NORMAL SCHOOLS UNDER THE BUREAU OF PUBLIC SCHOOLS — 1959-1960

Name of Normal School	Location	Date of founding	Date of becoming a four-year college	Size of campus in hectares	No. of faculty	No. of students	No of graduates in March 1959
Albay	Legaspi	1929	1952	6	39	721	54
Bukidnon	Malaybalay	1924	1955	6	25	340	61
Cebu	Cebu City	1918	1952	5	49	773	177
Ilocos Norte	Laoag	1922	1952	8.5	34	449	103
Iloilo	Iloilo City	1924	1952	17.5	40	562	60
Leyte	Tacloban	1938	1952	6.5	31	439	35
Pangasinan	Bayambang	1922 & 1938	1952	25.6	37	813	72
Zamboanga	Zamboanga City	1920	1955	15	29	474	51

Table 3 shows the enrolment at the various schools during the past five years.

TABLE 3. ENROLMENT TRENDS IN PUBLIC NORMAL SCHOOLS

School	*1955-56*	*1956-57*	*1957-58*	*1958-59*	*1959-60*
Albay	373	305	327	488	721
Bukidnon	105	235	309	322	340
Cebu	582	650	618	631	773
Ilocos Norte	396	350	336	330	449
Iloilo	373	293	328	379	562
Leyte	297	236	250	300	439
Pangasinan	354	425	526	583	813
Zamboanga	245	272	367	377	474
Total	2725	2766	3061	3410	4571

Although four schools showed a decline in enrolment during part of the five-year period, all schools show a distinct increase when 1959-60 is compared with 1955-56, and the total enrolment in the eight schools showed a steady growth from year to year, the greatest increase coming between 1958-59 and 1959-60. One school tripled in enrolment during the five-year period, another just about doubled, and a third more than doubled.

Members of the Survey Team have visited each of the schools. They have inspected the facilities, visited classes, talked with the Dean, the Supervisor of Student Teaching and other officials and, in several instances, met with the entire faculty. The Survey Team has also had specific information supplied by each school in response to a questionnaire developed by the Survey Team. It should be pointed out that many of the suggestions and recommendations in this report come from suggestions received from the normal school deans and faculty members, as revealed when the Survey Team visited the various schools and as contained in the reports of the Annual Work Conferences on Teacher Education. There is a definite impression that the normal schools are staffed and operated by a dedicated, conscientious group of persons who have a fine philosophy of teacher education and who are doing valiant service in spite of the handicaps of inadequate finance, insufficient number of teachers and administrative personnel, and lack of equipment and library resolution resources.

The Survey Team members also have a very favorable impression of the students who are attending the normal schools. They seem to be seriously interested in obtaining the education that will enable them to become effective teachers in the elementary schools of their country.

The Survey Team is gratified to note that the schools practice a policy of selective admission. Students are accepted only if they come from the upper half of their graduating class, pass successfully the examination administered annually by the Bureau of Public Schools for normal school entrance, and are approved after a personal interview. The Survey Team commends those responsible for screening applicants. It is important that persons aspiring to be teachers have the intelligence, scholarship, and personality that give promise of their developing into competent teachers. It is possible that the present requirements exclude some persons who would become satisfactory teachers, but it is certain that they also exclude many who could not perform the duties of the teaching profession.

The Survey Team members learned that this year, on a trial basis, boys who wish to enter the normal schools were excused from taking the usual entrance examinations. They had to be in the upper half of their graduating class, but they did not have to take the examinations as did the girls who applied. The purpose of this exemption was to increase the number of male students, and apparently it has had that result.

The Survey Team members are inclined to be a bit skeptical about this practice, however. They suggest that the records of the boys entering this year be carefully studied. Making entrance to a professional course easier may not be the best way to attract quantity as well as quality. Having more boys enroll is not in itself a desirable goal unless the boys are of the caliber that bodes success in teaching.

OBJECTIVES

It is important that any educational institution have a statement of objectives towards which its program is directed. What is it trying to achieve? What is it trying to do to and with students? What outcomes does it expect from its educational program?

It is gratifying to note that each of the normal schools has on record a definite set of objectives; that these objectives were in every case developed cooperatively by the faculty and the administration (sometimes with student participation); that the objectives are reviewed and revised from time to time (in some cases, annually); and that steps are taken to acquaint both faculty and students with the objectives.

The statements of objectives vary a great deal from school to school. Some are contained in two or three paragraphs; others cover as many pages. Some of the schools mention specifically the objectives approved by the Board of National Education. Others mentioned the "major objectives of Teacher Education for 1959-60," developed as a guide for the eight normal schools and issued by the Bureau of Public Schools.

One of the briefer lists, containing only three paragraphs, emphasizes general education for cultural values and sensitivity to social problems and trends; the development of wholesome adjustments to life situations; and adequate professional preparation for service in the classroom and community.

One of the longer lists includes sections on the school plant, curriculum and instruction; guidance and counseling for pupils and students; the staff, school and community interrelationships. It includes such specifics as "making the site free from physical hazards," "obtaining adequate clerical assistance for principal and teacher," and "developing and leading effective Purok organizations in our communities."

Some of the objectives in the various lists are couched in terms of performance (e.g., to secure a high degree of proficiency in communication skills) while others are stated in terms of procedures (e.g., to make a collection of stories and poems in the vernacular).

It is suggested that each school develop a set of long-term objectives based on its philosophy of teacher education and the qualities and competencies it hopes will be characteristic of its graduates. These objectives should be so comprehensive and so well stated that they will need slight revision only from time to time and can be printed in the school's literature, the student hand books, etc. These objectives are for students, parents, the PTA and the general public as well as the faculty and students.

It may then be desirable each year to formulate a list of more specific objectives for emphasis during the coming year. These objectives will be designed primarily for faculty and students, can be stated in terms of projects and activities, and can be checked at the end of the year to ascertain the extent of attainment.

ADMINISTRATION

The administrative status of the normal schools is somewhat involved. Although nationally supported, they are not always considered national schools. Theoretically, they are called regional schools, but actually they are provincial schools since they are under the administration of the provincial superintendent. However, they are supervised by the Superintendent of Teacher Education, who is an official in the Division of Instruction in the Bureau of Public Schools.

Although the program of the schools has evolved from a secondary to a collegiate status, the administrative set-up has not become that of a college. The schools are actually set up more like high schools. All correspondence, for example, must be routed through the superintendent's office, which means delay, sometimes a considerable delay. There seems to be a great deal of unnecessary "red tape" in placing and filling purchase orders. The head of the normal school has relatively little of the autonomy that is usually associated with collegiate institutions. The head of such an institution ought to be authorized to handle his own correspondence directly, select his own teachers, fill faculty vacancies without delay, make needed purchases with a minimum of "red tape," and make immediate and long-term plans for the effectiveness and development of his institution. Of course, he will be responsible to higher authority for long-term developments and changes, but he ought to be authorized to make decisions regarding day-to-day operations of his institution. Furthermore, the heads of the normal schools ought by all means to have the same status as heads of national schools, and ought to attend meetings and conferences of superintendents.

It is recommended that the heads of normal schools be given the rank of superintendent, and that the schools be made directly responsible to one of the Assistant Directors in the Bureau of Public Schools, who will be assigned responsibility for all programs of Teacher Education operated under the control of the Bureau.

Furthermore, the schools need more administrative personnel. At the present time the head of the school (the Dean) is the only person who is a full-time administrator in all of the schools. Many of the schools have a person designated as "Dean of Students" but this individual often has a full teaching load in addition to whatever time he or she may give to serving as dean. In one school the visiting team was impressed by a neat office identified by the sign "Guidance Counselor." Their enthusiasm was lessened, however, when they learned that the "counselor" was a faculty member who taught a full load, supervised eight student teachers and served as counselor.

Every school has a person designated as registrar, but in every school except two the assignment is given to a faculty member who teaches full or part time.

It is the policy also to have one person serve as supervisor of the laboratory school and supervisor of student teaching. The combining of the two responsibilities is a good idea, but in most cases the person given this dual responsibility needs more assistance than is now provided. In larger schools there should be two separate positions, with the head of the laboratory school responsible to the supervisor of student teaching. Also in the larger schools there should be an academic dean to assist the head of the school in the operation of the instructional program.

The schools are all woefully short of clerical help. It is poor economy to have skilled professional persons spend time on clerical chores that could be done better and more economically by clerical help. Student help is of some value, of course, but it does not provide the continuity needed for technical assignments. The librarian, for example, should have clerical help, full or part time. Likewise, the Child Study Center and the laboratory school should have full or part time clerical help. When a highly trained, competent, and conscientious person is obligated to do routine clerical tasks, one or more of the following results: Professional duties are slighted because of the pressure of routine work, or the routine is poorly and inadequately done, or the person's personal and family obligations are slighted, or the person is seriously overworked.

It is recommended that:

1) Each school have a full-time registrar who will also serve as director of admissions.

2) Each school have a Dean of Students to coordinate student counseling and student personnel services.

3) Each school have a full-time supervisor of student teaching with sufficient assistance to supervise student teachers and operate the laboratory school. (It is suggested that supervising two students be considered equal to one hour's teaching assignment. Thus, supervising 30 students would be a full-time load, 15 students would be half a teaching load, etc.)

4) That schools of over five hundred enrolment have a principal of the laboratory school responsible to the Supervisor of Student Teaching.

5) That any school having an enrolment of 500 or more students have a person to head up the instructional program. This position may be part-time, but the person holding the position should be careful not to impair his main function by assuming too much in the way of actual teaching. As the

school approaches 1,000 enrolment, the position should become a full-time one.

6) That additional clerical help be provided to render clerical service to the deans, the librarian, the supervisors of student teaching and the child study center.

7) That formulas be developed for providing each school with sufficient administrative personnel, faculty and clerical personnel in relation to its size of enrolment and special needs.

Various national conferences on teacher education have suggested that new names be applied to the institutions to denote the area served rather than the specific location of the school. For example, Albay might be renamed Bicol; Pangasinan might become Central Luzon; and Ilocos Norte might be designated as Northern Luzon. The Survey Team approves this idea and recommends that it be carried out.

"Normal school" is a time-honored name, but it was originally applied to a school of less than college level, and to many people it still implies an institution of less than collegiate stature. The institutions are actually colleges, and they should be so called. Albay Normal School would thus become Bicol Normal School or Bicol Teachers College, a name more accurately descriptive of both its service area and its level of program, and the other seven schools would likewise carry appropriately assigned names.

With the designation of the Dean as Superintendent or President, and the releasing of the school from any administrative connection with the provincial school system, each school would be in every respect a national school. Contacts with the provincial school system should not only be retained, however; they should be strengthened. This will be discussed in a later section of this chapter.

It would be well, too, if the heads of the various schools could meet regularly several times a year with the Directorate. The Survey Team understands that such meetings do occur occasionally and recommends that they be on a regularly scheduled basis. These meetings would be more for coordination than for regulation and would serve both as a clearing house of ideas, and a point of information. Some of the meetings would deal with professional topics and others with administrative policies and problems.

It would be beneficial if, on occasion, the group were joined by the President of the Philippine Normal College and the heads of all public institutions offering teacher education, including the University of the Philippines.

FACULTY

The most important single factor in any school is the faculty. Buildings, librarians, and administrators are all important only in so far as they assist the faculty in the program of instruction.

Six of the normal schools became collegiate institutions in 1952; the other two achieved that rank in 1955. None of these schools, then, has had a four-year college program for more than eight years. The faculties reflect this rather recent shift when an analysis is made of their degree status. Out of a total of 283 faculty members reported by these institutions, only two have the doctor's degree. The master's degree is held by 83 or 27 per cent. The largest single number, 179 (65 per cent) have only the bachelor's degree and 19 (7 per cent) still do not have the bachelor's degree.

This, of course, is a condition that should not continue. Persons teaching in a collegiate institution should have the minimal master's, and a noticeable number should have achieved the doctorate. The Bureau recognizes this situation; thus, all faculty members must achieve the master's degree by 1961. With their heavy teaching loads, their extra assignments, and their low salaries it is very difficult for normal school teachers to continue graduate work. Even under these conditions, the schools report that 166 of their staff are now working toward a higher degree. While an advanced degree does not necessarily make a person a better teacher, it does give him a more complete mastery of the field in which he teaches. No college can aspire to be a superior institution if its faculty members have only the degree level of the students it will graduate.

While advanced degrees are important, familiarity and sympathy with the program of the public schools is also important. A competent scholar who has had no contact with children or with public schools and who may even be contemptuous of the aims and problems of public education is not the best sort of person for a normal school faculty member. It is not always easy to find someone who is competent in his field and who also has public school background. It is suggested, that, as far as possible, persons employed for the faculty of the normal schools should have had a record of successful teaching and/or administration on the elementary level in a public school. Some 35 to 40 of the normal school teachers have studied in the United States under arrangements made by the International Cooperation Administration of the United States Government and National Economic Council of the Philippine Government, with financial support provided by the two agencies.

The teaching experience of the normal school faculties is shown in the following tabulation: five years or less teaching experience, 23 teachers (8 per cent); six to ten years teaching experience, 30 teachers (11 per cent); eleven to twenty years teaching experience, 85 teachers (30 per cent); and more than twenty years teaching experience, 145 teachers (51 per cent).

As mentioned earlier in this chapter, the Survey Team feels that the normal schools faculties constitute a hard-working, dedicated group of people. Many if not most of them have a "work load" which is too heavy. The schools try to maintain an average teaching load of fifteen hours, but at least half of them exceed that standard. One school reports an average load of 18 teaching hours a week, and several schools have individual faculty members teaching 23, 24 or 25 hours a week. In addition to the actual teaching assignments many of them have additional responsibilities, such as counseling individual students and student groups, serving as advisors to student organizations, supervising student teachers, and carrying out administrative assignments.

Furthermore, classes are far too large for effective instruction. Sections of 44 students are not uncommon, and sections of 50, 56, and 59 are reported. English or history or language teachers who teach five classes of more than 40 students each have an almost impossible task in the marking of papers. The tendency in such cases is for teachers not to require the kind of student papers that should be assigned because of the tremendous amount of work involved in checking.

In a college that is adequately staffed there should be a full-time registrar, one or more full-time librarians, a full-time dean of students, and sufficient personnel to supervise student teachers regularly as part of their teaching load. In addition, such persons as the curriculum coordinator, the audio-visual coordinator, and the child-study technician are supposed to render consultative service not only to the normal school and its laboratory school but to local school systems. Each of these positions was established with that purpose in view.

In practice, however, few of these people have the time to do what they were appointed to do. The Survey Team found librarians teaching eleven hours, curriculum coordinators teaching fifteen hours, and audio-visual coordinators and child-study technicians who had to "squeeze in" their main assignment between their hours of teaching. The matter of secretarial help has been previously discussed. Professional librarians, for example, should not be book-menders or book-labelers. Child-study technicians should have clerical help for record keeping. Curriculum coordinators should not have to count and keep tab on curriculum materials. Clerical help should be provided for chores like these.

Teachers should have a teaching load of not more than 15 hours a week. They may be expected to have also some responsibilities in the way of advising or counseling, but these responsibilities should not take an inordinate amount of time. Teachers, as well as students, need to have time to use the library, to keep up to date in their field, and occasionally do something in the way of research. Teaching classes effectively is important, but a faculty member's contribution to education should not end there. Faculty members should serve as consultants to curriculum groups in the public schools, and as resource persons for educational conferences. They should be aware of the educational programs and educational needs of the public schools in their service area. They should take the lead in sponsoring and encouraging professional research. They should make some contributions to professional literature.

These things require time for reading and study as well as for the actual participation in such activities. A teaching load of 15 hours a week is ample if faculty members are to be expected to do the other things that they can do in the way of contributing to the field of education.

It is recommended that faculty members should be assigned to the normal schools on a ratio of not less than one faculty member for each 15 students enrolled. If this is done and if sufficient administrative personnel and clerical help are provided, then class size will be reasonable and teachers will really have time to teach.

The present policy for filling vacancies is unnecessarily cumbersome and time consuming. In most colleges known to members of the Survey Team, a vacancy which occurs is often filled within a week or so. Heads of normal schools also ought to be able to appoint replacements promptly when there is the need. The Survey Team found, on the contrary, two institutions which had had three vacancies each for several months. This meant that the other faculty members had to carry a still heavier load than usual. In one school with three vacancies, one person had retired and no replacement had been approved; another teacher had gone on maternity leave and her place could not yet be filled; and another faculty member was studying in a foreign country, leaving her place vacant all year. Heads of normal schools should be given the authority to fill vacancies as they occur, subject to final approval by higher authorities.

Salaries of the normal school faculty members are not adequate. It is hoped, of course, that the WAPCO pay scale can be fully implemented at an early date. But teachers in a collegiate institution should not be in the same classification as elementary and high school teachers. *It is recommended* that a new and higher salary scale be developed for members of the normal school faculties.

It is understood, too, that critic-teachers in the normal schools are not on the same pay scale as the rest of the faculty. This constitutes an inequity which should not be continued. *It is recommended* that critic teachers be given a classification such as "supervising instructors" so that they will be on the same salary level as their fellow faculty members in the matter of salary.

Librarians, curriculum coordinators, audio-visual coordinators, and other faculty members with special non-teaching assignments should have at least the same salary level that teaching faculty members do. All of them have college degrees; all of them work with college students. There is no justifiable reason for any classification involving a professional person and a professional job to receive less money than the rest of the faculty. *It is recommended* that librarians and all other professional employees in the normal schools having a college degree be given a salary equal to that of a college instructor.

CURRICULUM

The Survey Team wishes to commend the Director of Public Schools and the Superintendent of Teacher Education for the democratic way in which curriculum requirements are developed through the holding of an annual Work Conference at which time objectives are discussed and curriculum content reviewed and clarified. Although by law the Director of Public Schools has power to decide curriculum for the normal schools and although he does have to give final approval, in practice many of the decisions are made by the deans and faculty members.

Commendation is also due those responsible for their serious attempt to build a curriculum geared to the needs of the public schools as well as the needs of the normal school students as maturing individuals. The areas of general education, professional education, and laboratory experiences with children are all considered and an earnest attempt is made to achieve a satisfactory balance.

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The Survey Team members also concur in the policy of leaving the final course content and the sequence of offerings to the decision of the individual schools. Local needs and geographical differences may make variations in the pattern desirable.

The Survey Team members would suggest, however, that experimentation be encouraged by permitting individual schools more freedom in trying combinations of courses, occasionally substituting another course for a required course, and occasionally permitting certain students to omit required courses, if they can demonstrate proficiency through an examination, or if they are particularly talented in a certain field and wish to explore it further than the typical student, even at the expense of some usually required courses. This may readily be achieved, of course, if more electives are permitted and this point will be discussed later.

A curriculum is never a finished product; it must always be subject to review and revision in the light of changing factors. No sooner is a curriculum pattern adopted, ordinarily, than those working with it are aware of further improvement that could be made.

The team members have reviewed carefully the present curriculum as well as the revised requirements scheduled for adoption during the current year. They find a program involving a total number of 163 semester hours with 111 listed in the area of general education and 46 hours (including 10 hours for a full semester of student teaching) assigned to the area of professional education. The program provides also for 6 hours of electives. This calls for a semester program of 21 or 22 hours for each student, not counting ROTC for men or home economics for women.

The Survey Team would like to make some specific comments regarding this projected curriculum pattern. One of the first things apparent is the extent to which the curriculum is "crowded" with a large number and variety of subjects. Part of the difficulty, of course, lies in the complicated language situation. It is necessary for students to become proficient in one foreign language (English), since it is the medium of instruction for all but the first two grades and it is also the language used in all department literature and all educational conferences. On top of this is the legal requirement for another foreign language (Spanish) to the extent of 24 semester hours. It is necessary, also, to further acquaint students with Pilipino, as required by the Constitution.

The Survey Team has found very few persons in the field of education who are in favor of requiring four years of Spanish for students who are preparing to teach in the elementary school. At every conference conducted with faculty members the recommendation has been made that Spanish should either be reduced in number of hours or eliminated. Furthermore, in each normal school questionnaires were distributed to members of the senior class requesting them to classify the subjects they had taken into categories indicating whether the particular subject had been of great value to them as prospective teachers, of some value, or of no value. Without exception, the students in every school listed Spanish as the subject of least value.

The Survey Team members feel unanimously that Spanish as a required subject ought to be removed from the curriculum pattern, and they urged strongly that every possible move be made to have Congress remove this requirement. It is certainly a misconception to expect appreciation for a culture to come from a study of the language used by that culture when students are almost certain to view the requirement as an unjustified chore and to end with distaste for the culture rather than appreciation. Spanish culture can be studied more effectively through the social studies program. Rizal's books will be appreciated far more if read in a more familiar language rather than studied in another required language. Members of the Survey Team have read the various arguments advanced for the retention or abolition of the Spanish requirement and feel strongly that the weight of justifiable evidence is on the side of removing the requirement.

The present crowding of the curriculum because of the law requiring 24 semester hours of Spanish in all collegiate institutions is a sample of the undesirable situation that is almost certain to result when lawmaking bodies take on the responsibility of making educational decisions. That Congress has the right to make such decisions is beyond question. That it is unwise for it so to act, is, in the minds of many thinking people, also beyond question.

The Survey Team would recommend that Spanish be offered as an elective along with other modern languages — perhaps German, French (spoken in nearby countries), Chinese, and Japanese.

But even if Spanish were completely eliminated the curriculum would still be heavy — 139 hours, which is really 144, because the student-teaching credit allotment has been changed from 15 to 10 hours without changing the work involved.

The recommendation is made, therefore, that the total number of curriculum hours required be reduced to 154 (including 15 hours for student teaching). This will mean that no student will have a semestral load of more than 20 hours and that if and when the Spanish requirement be removed the total number of hours required for graduation will be 130 which is a much more realistic figure.

Students in American colleges and universities with 12 years of public school education, with personal textbooks for every subject, with ample library resources, and with no need to study and recite in a foreign language are seldom permitted to carry as many as 20 hours unless their grades are unusually high, and the usual number of hours required for a bachelor's degree is 124.

In practically every normal school visited, the complaint was heard that "students have no time to use the library" — a complaint that is certainly justified.

But what subjects can be dropped or decreased in hours required? The Survey Team members do not feel that they have the necessary background to give final answers but they do offer some suggestions:

1) The number of hours devoted to professional education courses, while it has been reduced, is still considerably

more extensive than the number required in many first-class teachers colleges and colleges of education in reputable universities. There are so many things a teacher must know, but they cannot all be learned on the undergraduate level. Some can be saved for graduate school; others will be learned "on the job." The objective of a teacher-education institution is to develop, not a finished teacher, but a good beginner. It is suggested that the total number of professional education courses be reduced by at least ten semester hours.

At the same time, the number of hours allotted to student teaching should, to be realistic, be restored to at least 15 hours. Dressing the number of hours allotted without decreasing the work may make the total number of hours required seem smaller. It is, however, an unfair, almost a dishonest, device. Student teaching occupies the major part of a full semester, and every other semester includes twenty or more hours. Fifteen hours is little enough to give to a full semester, if students do an honest semester's work.

The members of the Survey Team do not have the detailed knowledge of the content of the various education courses to make final recommendations as to where courses can be combined or eliminated, but they are convinced that a college student can be satisfactorily prepared to be an elementary teacher with courses that would amount to considerably less than the thirty-six hours now given to education courses. Many good colleges in the United States do not require more than 20 hours in education. This amount often also includes psychology, which is above and beyond the 36 hours provided in the curriculum intended to be introduced in the normal schools this year. If the 6 hours in psychology are added to the 36 hours in professional courses and if the student teacher is again assigned 15 hours as the Survey Team recommends and if the course in Library Science, which is really a professional course is counted, the total comes to nearly 60 hours! The Survey Team is convinced that the education courses can be cut at least 15 hours and thus allow more time for other needed courses that have been suggested and for more electives in the program.

The following suggestions are made:

a. Combine Education 1 (Introduction to Education and the Philippine School System) and Education 5 (Community Education) into one 3-hour course.

b. Combine Education 2 (Principles of Teaching—Learning Processes), Education 10 (Evaluation Techniques), Education 11 (Principles in the Production and Utilization of Audio-Visual Aids) and Education 7 (Development of Elementary Curriculum) into one Education "block" 8-hour course.

c. Combine Education 6 (Teaching in the Vernacular) and Education 8 (Teaching English as a Second Language) into one 3-hour course entitled "Language Arts," giving approximately one-third of the time to teaching in the vernacular and two-thirds to the teaching of English.

d. Reduce Education 3 (Music for Elementary Education) and Education 4 (Art for Elementary Education) each to 2-hour courses.

e. Retain Education 9 (Children's Literature and Story Telling) as listed in the program.

The Education Courses would then be as follows:

The Philippine Education System and the Community School	3 hours
The Elementary School Curriculum and the Learning Process	8 hours
The Teaching of Language Arts	3 hours
Music for Elementary Education	2 hours
Art for Elementary Education	2 hours
Children's Literature and Story Telling	3 hours
Student Teaching	15 hours
TOTAL	36 hours

Those responsible for the normal school program may feel that such drastic changes will ruin the effectiveness of the normal school program. The answer to this is that other good schools are carrying on an effective program in teacher education in even fewer hours. The main criticism that is heard almost universally from teacher education students is that courses in professional education are dull, repetitious, unchallenging. They sometimes are, but they do not have to be. As stated above, the specific suggestions given here may not be the best suggestions that could be developed; they are the best the Survey Team could do in the time allotted to them and with the information they had available. They are emphatic in repeating, however, that along with the courses in psychology and child development and the full semester of student-teaching it should be possible to provide, in not more than twenty-five semester hours, the additional professional courses that are needed to develop good beginning elementary teachers.

The offering of a "block" course of eight hours, which should be the major part of one semester in the junior or senior year is a practice characteristic of a trend in many good schools of education to eliminate an unrelated collection of two- and three-hour courses and offer in one block the essential elements of work in curriculum and instruction. Several different teachers may teach various portions of the block and it may be broken into smaller units for scheduling purposes but it should be planned as one set of experiences. Our teacher should be responsible for the entire block as taught to any one section and she should know at all times exactly what experiences or topics each other instructor is including in her area of teaching.

2) The required course in library science might well be eliminated. What students need to know of the library for their own information as college students should be taught in the first semester of the freshman year as part of an orientation program or as a unit in English. What they need to know about library operation for the typical elementary school library can be taught as a unit in one of the education courses. Library science might be offered as an elective for those who wish to specialize in library work.

3) The requirement of 12 hours in practical arts might well be reconsidered. Those who aspire to teach industrial

arts and agriculture for the fifth and sixth grades need more than the required 12 hours; those who are going to teach in the primary grades need less. If more electives are provided, students can make choices like this, and this point will be discussed later.

4) Likewise, the requirement of five hours of home economics for all students should be reviewed. Certain courses should be required for all girls as future homemakers. Additional courses should be available on an elective basis to prepare elementary home economics teachers.

5) Physical education might be required of all students only for the first two years. Those needing special physical development or having a special interest in the subject could carry it as an elective in the upper years.

The above five points occur to the members of the Survey Team as possibilities. Reducing the number of required hours is always a difficult and distasteful task. But it must be done from time to time to maintain a curriculum which can meet changing needs. The result of any reductions will inevitably be a matter of compromise.

Another area to be considered in the new curriculum requirements is the policy of "clock hours versus credit hours." Almost universally, since the semester hour has been adopted to measure college work, the principle has held that three semester hours implied a course meeting three hours a week with six hours required for outside study or "home work." Courses, therefore, with little or no outside preparation required, such as physical education, and courses which called for participation in creative activity under the supervision of the instructor, rather than at home, such as art, music, practical arts, home economics and science laboratories customarily called for more than three clock hours to receive three semesters credit. Some subjects and some institutions have operated on a "one and one-half to one" basis, others on a "two to one" basis, and a few on a "three to one" basis.

The point seems sound that history, English, mathematics, and science require a solid amount of outside study for each recitation. Physical education, practical arts, and music usually do not.

The Survey Team members cannot agree with the practice that all subjects should have the same time requirements for credit. The motive for making this shift may have been to reduce the work load of students. The objective is worthy; the method is questionable. In reducing the credit hours for student teaching, the Survey Team feels that too little credit was allowed for the work involved; in offering laboratory type subjects on the same basis as subjects requiring outside preparation, it is felt that too much credit is given. The appropriate way to reduce a student's work load would be to reduce the number of subjects required, not to change credit values.

It is recommended that for physical education, practical arts, music, and art, two periods be scheduled for each one hour of credit. As far as science and home economics are concerned, it depends on the extent to which laboratory activities are involved which would require two hours of time for one hour of credit. The question of adequate preparation for teachers of industrial arts, agriculture and home economics in the 5th and 6th grades is discussed in another section of this chapter. If the normal schools are to do a good job in these areas, some changes will have to be made in program, personnel and facilities. *It is recommended* that the following changes be made:

1) Offer a sufficient number of electives in agriculture, industrial arts, and home economics so that students who wish may develop a field of concentration in one or more of these areas.

2) Equip the industrial arts shop in every normal school with a sufficient number of hand tools to make it a good industrial arts general shop and have an adequately trained teacher.

3) Equip the shop in every normal school with facilities for providing instruction in various phases of practical and industrial arts.

4) Limit the use of power machines in the shops to use by the shop teacher, school maintenance personnel or specially

selected students. Concentrate instruction on the use of hand tools such as should be used in elementary schools.

5) Make provision for supervisors of industrial arts, agriculture, and home economics to work with the respective teachers in the normal school, advising in program, instruction, and selection and utilization of equipment materials.

In review and possible revision of the over-all curriculum requirements, several other points might be considered. First, the area of social science: The number of hours allotted to this area has been reduced from 11 to 9. The lack of any course in history — Asiatic, American, or European — is noted with regret. A four-year college program without a single course in history justifies the often-heard criticism that teacher's colleges are delinquent in providing an adequate program in cultural or general education for personal development and information as well as for professional use. The same thing could be said for geography and economics. *It is recommended* that these areas be carefully considered in future curriculum revision.

A course in speech is suggested as part of the English program. When all instruction is given through the medium of English, which is a foreign language, practice in effective speech patterns is important. If it does not seem possible to make it a part of the required program, it should be strongly recommended as an elective for students who seem to have particular need for improvement in speech.

Many colleges find it wise to offer special non-credit instruction to freshmen who have inadequacies in such basic areas as mathematics, English or speech. One way to do this in speech or English is to provide weak students with five hours of instruction for three hours of credit instead of the customary three hours.

Students should not be permitted to graduate unless their communication in English is thoroughly satisfactory. If necessary, they might be required to take an additional semester, or come to one or more summer school sessions, in order to bring their English up to an acceptable standard.

Another suggestion involves the number of electives and the opportunity to take them. In former years normal school programs were almost entirely prescribed. Electives were rare or non-existent. The present trend is to permit a wider variety of electives for at least two reasons. The first reason has been mentioned previously; that of permitting a student to specialize in areas where he has particular competence or professional interest, industrial arts, agriculture, library science, art, music, or science. In a large elementary school there is a place for teachers with varying backgrounds, interests, and competencies.

The second reason is the interest of the student himself, as a student rather than a future teacher. It is unfortunate if his college program is so highly prescribed that he has no time or opportunity to take even one course, just because he wants to take it. A teacher-education program has been almost the only undergraduate college program which allowed no freedom of choice, and this has been regrettable. *It is recommended* that in future curriculum revisions an effort be made to provide at least 15 hours of free electives for each student. The new curriculum as listed in Circular No. 18, s. 1959, itemizes an admirable group of forty elective subjects, but with only six hours time available for each student it is doubtful if many schools find it possible to offer any but a small portion of those listed.

In every professional education course, regular opportunities should be provided for students to visit the laboratory school to have contacts with children and to see activities which have some relation to the matter being discussed in the classroom. A laboratory school is far more than a place to do student-teaching; in fact, some teachers colleges have removed practically all student-teaching from the laboratory school. It should be used for observation, demonstration, and participation for students in all types of college classes. It is the "laboratory" where students can see in action those principles, problems, and procedures they have discussed in theory. If the appropriate use of the laboratory school is made by all teachers in method courses and other education courses, there will be no need for a separate course in observation and participation.

Since no professional courses are offered in the first semester of the freshman year, consideration might be given to the introduction of a one-period-a-week non-credit course in orientation for freshmen. Of the 18 or 20 clock hours thus provided, the first several weeks could be used for orientation to college, including the library, study habits, time budgeting, etc., and the remaining periods used for organized visits to the laboratory school and perhaps to one or two nearby public elementary schools.

Those responsible for this Survey realize that it may not be possible to put into practice all the suggestions offered above. They hope, however, that they will all be carefully considered and a major number of them adopted. The program of the normal schools as it exists today is essentially a good program for elementary teacher education. It is hoped that the suggestions offered may make it an even better one.

A revised program of studies has been developed for the normal schools. This was developed before the present survey study was implemented. It is scheduled for adoption this coming academic year. *It is recommended* that the normal schools continue the same program they have been following for the coming year and that careful consideration be given the suggestions made by the Survey Team before further changes are made in the program.

PROFESSIONAL LABORATORY EXPERIENCES

Professional laboratory experiences refer to the student-teaching program and any other experiences with children that students have as a part of their professional program. For teacher-education students the elementary school located on the college campus is truly a laboratory; hence, the name "Laboratory School."

It is gratifying to note that a full semester full-time is provided in the normal school program for prospective teachers. Part of this period is spent on the campus and part in public elementary schools. Not all the normal schools have the same plan for off-campus and on-campus teaching, but a typical plan is eight weeks on campus, then six weeks in an off-campus teaching center, followed by two weeks back on campus.

To insure the effectiveness of off-campus teaching, two factors are important: (1) the selection of the most competent teachers available as cooperating teachers, with whom the students will work, and (2) an adequate number of visits to the student teaching centers by supervisors from the normal school.

In some instances the cooperating teachers are selected entirely by the division superintendent or one of his associates. In other situations the selection of the cooperating teachers is a cooperative enterprise with the local school authorities and representatives of the normal school both participating in the choice of teachers. Supervisors from the normal schools often know from previous contacts the teachers who will work well with students. They invariably have reactions from students as to successful or difficult student teaching experiences. *It is recommended* that the selection of cooperating teachers be a joint enterprise with both the local school authorities and the normal school participating.

A group of capable cooperating teachers in public schools is a very important element in a good teacher education program. They can render a service which the college itself cannot give, and their contribution to the education of future teachers should be recognized on every possible occasion. Certainly their expenses should be paid to any meeting or conference they may have to attend in connection with their responsibility of working with student teachers. One concrete way in which they may be rewarded is to allow them to take any summer or extension course offered by the normal school, without paying a tuition fee. Another recognition that may be given is to list their names in any catalog or brochure along with the regular faculty members. A further recognition would be to supply them with complimentary tickets for all college events.

To make effective the second factor, that of adequate supervision, two things are necessary: (1) faculty members allotted time for supervision in their schedule, and (2) adequate means of transportation to student centers.

On both of these scores the present situation leaves much to be desired. In several instances it is found that supervision of student teachers is assigned as an added responsibility to faculty members who already have a full-time teaching load. One instance is recalled of a teacher with a 15-hour teaching load and 8 student-teachers also. The principle of counting two student teachers as equivalent to one teaching hour is a defensible one. Thus, the supervision of 8 student teachers would be equivalent to 4 hours of teaching responsibility.

Every normal school has a person designated as Supervisor of Student Teaching, but in most instances this individual also serves as principal of the laboratory school. This dual responsibility would give her enough supervisory and administrative responsibilities to make a full-time job, but often she also has to visit a number of student teachers.

Sufficient faculty help should be provided so that persons would do supervision of student-teaching as a part of, and not in addition to, their normal teaching load. *It is recommended* that supervisory personnel be assigned on the basis of two students being equivalent to one hour of teaching, and that such supervision not be assigned in addition to a fair teaching load.

The matter of transportation is likewise a problem. When supervisors have to rely on public transportation they are likely to spend more time on the road than they do in the classroom. Only one of the normal schools has a motor vehicle which can be used by supervisors in visiting student teachers. *It is recommended* that each school be provided with at least one vehicle for supervisory visits. The cost would be relatively little and the investment would be thoroughly justified in the increased amount of time that supervisors could spend with their students in the classroom. If it is impossible immediately to provide each normal school with a transportation vehicle, there should at least be a definite increase in the amount of travel funds provided, so that those supervising student teachers will have sufficient travel funds to enable them to make the proper number of supervisory visits.

It is gratifying to note that many of the schools report satisfying relationships with the local school systems. Superintendents and supervisors apparently take an interest in the progress of the student teachers. Some schools report conferences held at the normal school, attended by the cooperating teachers and sometimes by supervisors and the superintendent. Other schools say they would like to hold such conferences but do not have funds to pay the travel expenses of the teachers. *It is recommended* that all schools hold such conferences at regular intervals, and that necessary travel funds be provided either by the local school system or through the normal school's budget.

Depending upon the size of the senior class and the number of rooms in the laboratory school, it is sometimes found necessary to place as many as eight or ten student-teachers in one room. This is a larger number that would be desired under ideal conditions, but it presents a situation that would be difficult to improve because of the size of the senior class and the number of rooms in the laboratory school. One thing that can be done, however, is to "stagger" the period for teaching on campus so that it will not be necessary for all seniors to be student teaching in the laboratory school at the same time. Some would do their student teaching the first semester; others, the second. Some schools are already following a plan like this.

When students go off-campus, however, the practice seems generally to be that of assigning only one student to a teacher. It might be wise to consider a regular policy of two students to a teacher for off-campus teaching. This practice has been found quite satisfactory in some very good teachers colleges. The practice results in the need for only one-half as many cooperating teachers and less travel for the supervisor. Students like the policy, too, because they feel less "alone" on the job. The two students work as a team; while one is handling the class the other can work with individual students or small groups. *It is recommended* that this practice be tried.

As mentioned previously, laboratory experiences should include experiences in observing and working with youngsters before the actual student-teaching period. Some such opportunities should be provided during each of the first three years in connection with psychology courses and all types of professional education courses. Schools are found to be doing this in varying degrees, but most supervisors commented that a larger number of such experiences would be desirable. As recommended in the previous section on curriculum, every effort should be made to provide such experiences in every way possible. Some teachers colleges in other countries provide a full week of "junior participation" during which time the juniors are free from all regular classes and spend full-time in a public school. Other schools arrange for freshmen and sophomores to spend several days or half days during a semester visiting classes in public schools. Still other colleges have permitted students to remain home for a couple of days following a vacation period to visit classes in their home town.

All such visits should, of course, be carefully planned. The teacher to be visited should know that the student is coming; the student should have a guide sheet so that he will know what to look for, and he should make a report when he returns.

It is not necessary that all schools follow the same procedure, but it is important that students have opportunities each year to observe and work with children.

One problem reported by several of the schools is the confusion occasioned in some students' minds by the apparent conflict between the philosophy held by the normal schools and that which is typical of the average public schools. To be specific, the "Balanced Approach" and its implications is the point at issue.

Formulated and advocated by the superintendent of Teacher Education and discussed pro and con at the several national conferences on teacher education, the approach has been accepted to some degree by all the normal schools, but it has not had equal acceptance by the division school officials. Normal school graduates complain that the normal school advocates one set of procedures while the public school supervisors want something entirely different. The same thing is true to a degree of students who go off-campus for student teaching assignments. At least one school has met the problem by trying to make its students at home with both the "Balanced Approach" and the conventional subject-matter approach. The students understand that in the campus laboratory school they will use the "Balanced Approach" but that out in the field they may be expected to use quite different procedures, and their student teaching experiences usually include experiences with both types of operation.

The specific term "Balanced Approach" is indigenous to the Philippines, but the idea behind it can be found in other places. As the Survey Team understands it, the purpose is to recognize the "felt needs" of each individual and balance them with the demands of society. In the long run, any curriculum, considered even the most "moss-backed" as considered in the light of today's needs and problems, can have its origin only in the needs of the individual and of society.

The difference is that an approach to learning like that implied by the term "Balanced Approach" assumes that the individual teacher will know and take into account the needs of each child and of the society in which he lives. It means a thorough understanding of the growth and development of the Filipino child, speaking generally, and later of the particular Filipino child with whom the teacher is dealing. It means also careful study and comprehensive knowledge of the community in which the school is located as well as the larger community of the Philippines and of the world. It means that skills are not forgotten but care must be taken to see that they are not overlooked.

In the hands of a competent, enthusiastic, intelligent, resourceful teacher this type of approach can produce superior results, provided the teacher has the support and understanding of her principal, parents, and supervisors and provided that she has the time, materials, and the imagination to do the careful planning that is necessary.

However, in the hands of a person who is unsympathethic, who merely pays lip service to the idea, or who does not really understand what it is all about, the results can be chaotic. Even in the most educationally advanced countries in the world and under the most favorable conditions an approach like this is used by only a small minority of teachers. In the Philippines, where many of the teachers are still two-year normal school graduates and many other teachers are unqualified, it would be highly unrealistic to expect that an approach of this sort would become a standard pattern within the foreseeable future.

Does this mean that the idea should be scrapped? Not by any means. Particularly, with the emphasis on the community school, each future teacher should be encouraged to study the community and study continually each child she teaches. But many teachers will still want and need a time schedule; many will want and need the security of a course of study; and many beginners will need to "get their feet on the ground" with a more conventional approach before using entirely the free approach.

And perhaps the label "Balanced Approach" may be doing more harm than good to the sound idea it represents. Perhaps it would be well to forget the label and merely emphasize again and again the necessity for studying the child and the community and seeing that the program offered really meets the needs of both.

INSTRUCTION

The most important activity of any school — elementary, secondary, or collegiate — is the program of instruction. Any school is as good as the sum total of the effectiveness of its teachers.

The Survey Team regrets that the limited time at its disposal prevented it from seeing anything but a mere fraction of the total instructional program. In nearly every school it was possible to visit some classes but the limited time available resulted in many of the visits being a mere "dropping in." It would be presumptuous, therefore, for the group to attempt any thorough analysis or any detailed list of supervisory suggestions. Nevertheless, based on the impressions received from the visits, some comments can be made.

First of all it should be said that in comparing Philippine Colleges with those in Europe or America the visitor is immediately faced with several local conditions that do not obtain elsewhere.

First, the students are younger. They have had a briefer experience in elementary and secondary school.

Second, they are studying, reading, and reciting in a language that is not their native tongue. Although they have been using this language in school for several years they still do not have the facility in its use that they do in the language spoken at home and on the playground.

Third, as a general rule, they lack personal texts and references purchased and owned by the student himself.

Finally, in addition to the shortage of textbooks, they must use a library which is also short of materials in many areas.

The definition of what is really "college level" instruction would differ widely from person to person, from institution to institution, and from country to country. Freshmen in Berlin or London or Chicago would undoubtedly operate on a more advanced level than freshmen attending a junior college in many rural areas of the same countries.

To some instructors the term "college level" might mean merely the ability to absorb lectures readily and take notes accurately. One is reminded of the old definition of the lecture method as a means for "transmitting the material from the notebook of the professor to the notebook of the student without going through the brain of either!" The ability to absorb lectures readily and take notes accurately, all levity aside, is a most important skill but it is not the only skill needed for work of college level.

Others would define the term as the ability to do independent work, to seek and complete tasks for one's self, to raise questions and issues, to dare to differ with the instructor; in other words, to develop an inquiring mind.

The Survey Team naturally found samples of all types of instruction. Some of it was challenging and inspirational; some of it was merely informative. Some was sufficiently demanding of students; some was not.

One thing was notable by its absence, at least in the classes visited: the making of specific assignments referring to specific books or groups of books in the library. In only a few classes was the instructor heard to say "What does so-and-so say about this?" "What view point does the author take?" "How do you reconcile the different viewpoints expressed by two or more specific authorities?" In short, much of the instruction seemed to be centered on the acquisition of facts rather than the building of opinions and attitudes or the developing of an inquiring mind.

Another characteristic noted in classroom participation was the lack of spontaneous responses to questions. Students were likely to respond as if they were reciting a memorized point rather than replying spontaneously or speaking in their own words. There was little of the free and easy "give and take" that the visitors are used to finding in other colleges with which they are familiar. Undoubtedly some of this, perhaps most or all of it, is owing to the fact, mentioned previously, that students are using a language in which they do not feel entirely "at home." If this is so, the only remedy would seem to be for time to be provided in the elementary and secondary school for more intensive and effective work with English. Even if it were possible to have all instruction in Pilipino, the problem would still remain to some degree because in many parts of the country it would not be the native language.

On the positive side, the team members were uniformly impressed with the spirit in the classrooms, with the sincerity and dedication of the teachers, and with the very obvious interest in education on the part of the students. There is no question but that they have a thorough respect for education and that they have come to college to learn. There is little or no evidence that they want to "fritter away time" or "get out of work."

This very characteristic of the student puts a particular obligation on the faculty members to be sure their instruction is challenging, effective, and worthwhile. It would be easy to delude these students into thinking they are being educated when they are merely being entertained or informed. Instructors should be encouraged to re-examine constantly their intructional procedure to see if they are sufficiently definite, varied, and challenging to inspire students and demand from them the best work of which they are capable.

The group was glad to note that the Deans make a practice of supervising classes and conferring with instructors. This is a practice neglected in all too many collegiate institutions. The visitors have examined the notes kept by some of the Deans and heartily approve the practice. They would caution, of course, against being too prescriptive in giving advice. College teachers ought to be given as free a rein as possible to develop their own best practices. Supervisory and consultative services can be of real value, however, in helping them do this.

It is regrettable that class sections have to be as large as they are in some schools. Their very size militates against some of the instructional procedures that should be advocated. It is difficult to have free and effective discussion in a class of 45 to 50 students. The very situation makes it easier for a teacher to merely "talk" most of the time. If the recommendation of the Survey Team with regard to number of faculty is adopted, this situation will be remedied.

The absence of basic texts also presents a problem in the light of the relatively meager resources of the library. It is very difficult for students to prepare properly for class participation unless they have ready access to a sufficient amount and variety of printed material. The survey group recognizes the problem occasioned by the very high cost of good and modern textbooks in this country. Nevertheless, at least until the libraries can develop more comprehensive book collections, it recommends that consideration be given to having basic texts used in more classes than they now are, with the pupils either buying or renting the books. The institution will have to decide which classes or departments most need texts. To require them for every class would subject students to a cost which would be more than their present tuition.

All the normal schools were requested to submit a summary of the scholastic grades given in each subject and for each class for the past academic year. An examination of these data reveals a considerable amount of discrepancy between subjects and between institutions. It is of course impossible to develop complete uniformity in grading. The differences of opinion between various faculty members as to what constitutes superior, average, or inferior work will still exist in spite of all efforts to define acceptable standards.

But wide discrepancies point to a need for a review of the situation. Too many failures is often an indication of ineffective teaching or unrealistic standards. Too many high grades is often an indication of work that is not sufficiently challenging or demanding.

Most people are average; that is where the term comes from. A smaller number are very good and a still smaller number are really excellent. Likewise a small proportion are usually found to be rather unsatisfactory and a still smaller proportion to be completely unsatisfactory. The "normal curve of distribution" will be found to be in effect when a large number of unselected subjects is involved. Even when a group is somewhat selected, as are the freshmen in the Philippine normal schools, there will still be a distribution similar to the normal curve.

An instructor who awards more A's and B's than all the rest of his grades is almost certainly too optimistic regarding the effectiveness of his instruction or the ability of his students. Most likely he is considered by his students to be an "easy marker." On the other hand, the instructor gives few or no high grades and an inordinate number of very low grades likewise has probably also a distorted view of the effectiveness of his instruction and the ability of his students.

It would probably be conceded by most persons that Filipino children coming to college after only ten years of schooling, during which they have most likely had some unqualified teachers, have been handicapped by the lack of textbooks and by the need to develop facility in at least one foreign language, would "barely" be ready in many cases for college level work.

Nevertheless in one normal school, not a single freshman student failed any course and only 13 below-average grades were given out of several hundred. In contrast, another institution found it necessary to give 46 failing grades to freshmen.

One institution, although giving some unsatisfactory and some failing grades gave more grades of A or B (above average) than of C or average grades; another gave one-and-a-half times as many high grades as average grades and still another gave two-and-a-half times as many high grades as average ones! All this to freshmen. It is utterly unrealistic to feel that a freshman class contains more superior than average college students. Overgrading students is no favor to them.

Samples of institutions with more realistic grade distributions than those mentioned above are given below:

	A	*B*	*C*	*D*	*E or F*	*Total*
School A	62	547	902	1	46	1558
School B	47	453	1450	54	12	2016
School C	32	305	916	67	19	1339
School D	75	792	1094	11	2	1974

Even these grades are very much on the optimistic side. Only one school shows a distribution close to what would be expected of a freshman group. It may be significant to note that that particular school has consistently had a very high record in the Bureau's teacher examinations.

It is not fair to fail freshmen before they have a chance to "get their feet on the ground" and become adjusted to college instruction if they are really trying and give evidence of potential success. On the other hand, it is neither kind nor fair to delude them into thinking their work is above average when it is merely average or less than average. Frankly, the visitors did not see in the classes they visited the great amount of superior student achievement that would be in line with the large numbers of A and B given by some instructors.

Below are listed the actual grades given in the same subject in the eight schools:

	A	*B*	*C*	*D*	*E or F*
School S	1	29	185	14	3
School T	5	67	186	—	11
School U	16	172	184	4	1
School V	—	30	115	12	10
School W	10	64	59	32	4
School X	31	161	194	1	6
School Y	1	62	168	6	—
School Z	1	27	47	—	—
TOTAL	65	612	1133	69	35

It will readily be agreed that it is not reasonable to expect 31 times as many superior students in one school as in another, or 32 times as many failing students. It is extremely doubtful that the ration of 677 above average grades as compared to 104 below average grades is realistic. If students find it simple to achieve high grades in their freshman year, their level of achievement all through college is going to be lower than it should.

While the public normal schools should be gratified to find that over three-fourths of their students pass the Bureau's qualifying examinations for prospective teachers, they should still be concerned because some of their graduates do not pass. When a student graduates with a satisfactory scholastic record and then fails the Bureau of Civil Service examinations, that should be a cause for real concern. No good teacher education institution should be satisfied until well over 90 per cent of its graduates pass satisfactorily the qualifying examinations.

It is recommended that a thorough study be made in each school and in all schools to try to arrive at a more realistic appraisal of students' achievements.

LIBRARY

It has been said that a library is the heart of a college or university. The normal schools, like other schools in the Philippines, have been greatly handicapped because of the destruction of books during the Japanese occupation. The schools literally had to "start all over again" to build their libraries. Fortunately, some assistance has come through the ICA and NEC, particularly in building curriculum libraries. Gifts have been received from other sources, in some cases, and the book collections are slowly growing.

The following are reported as the size of book collections in the various schools:

Albay	13,000 volumes
Bukidnon	8,422
Cebu	29,563
Ilocos Norte	14,521
Iloilo	19,054
Leyte	21,012
Pangasinan	10,796
Zamboanga	13,500

As far as the sheer numbers are concerned the picture looks rather good. The three largest collections — 29,563; 21,012; and 19,054 — begin to approach the minimum number of volumes that should be found in the library of a small college.

However, the number of volumes does not tell the full story. The number of *titles* is another index, one which the Survey group does not have and one which many of the libraries do not have. Many books have been purchased in duplicate or multiple copies, sometimes unwisely, in the viewpoint of the Survey Team, although it is recognized that with the scarcity of basic texts multiple copies are often necessary. Seldom, however, is it wise to purchase more than three or four copies of a particular book.

Another side to considering a book collection is the variety and character of the books. One of the largest collections reported, for example, includes literally hundreds if not thousands of "paperbacks" inherited from American soldiers following the liberation. Some of these are good; others have never been off the shelves.

Every effort should be made to build up the book collection in each institution to a number of 25,000 or more *titles*. As long as few textbooks are used it will still be necessary to order more than one copy of many books purchased, but librarians should be careful not to "over buy" duplicate copies.

Many of the librarians are quite aware of the needs of their book collections. Some of the areas mentioned by the various librarians as needing expansion include general references, books by Filipino authors, fiction, music, science, children's plays, philosophy, and education. These vary, of course, from school to school.

One handicap that several librarians mentioned was the necessity, in ordering, to select only books from the "Approved List" issued by the Bureau. They said that sometimes they wished to buy additional copies of books on hand, supplied by the ICA, but were not permitted to do so because the title had not yet appeared on the Bureau approved list. To the Survey Team this seems a completely unnecessary restriction. Trained librarians and college instructors ought to be permitted to use their discretion in selecting books. Having a list for basic reference or checking is a good idea; holding purchases only to those books on the list is a stultifying policy. *It is recommended* that the policy be modified to permit librarians to purchase books which are not on the approved list.

Another policy that seems unfortunate is that of holding librarians personally responsible for books that are lost. Whether the policy is strictly enforced or not, the Survey group does not know, but at least the librarians are convinced that it will be enforced. Such a policy is completely unrealistic. If books and magazines in a library are used to the extent they should be, some of them are bound to disappear, whether through carelessness or through deliberate misappropriation. If the effort is made to see that not a single book is lost, then the result is that books are not used as they should be.

The direct and unfortunate result of this policy is that nearly all the libraries in the normal schools are operated on a "closed-shelf" basis. This means that students do not have direct access to the book collection without a good deal of "red tape." The result is that many books in nearly every library have never been off the shelf since they were purchased. Students ought to be encouraged to get their hands on books, to leaf through them, to examine this book and then that book. A card catalog, no matter how well organized, can never take the place of being able to examine the book itself.

The realistic thing to do would be to expect a certain percentage of lost books as a normal occurrence. Try to keep it as small as possible, but don't be dismayed if some losses occur. (A well-known librarian in a city of one million population once remarked that he was concerned if his losses got too small; he knew then that his circulation was not as extensive as it should be.) Allow each librarian a liberal fixed sum or a percentage of the total book collection. Encourage her to *circulate* books — not keep them behind locked doors. *It is recommended* that steps be taken to operate normal school libraries on an "open-shelf" basis with librarians being freed of the obligation to pay for books that are lost.

Tied in, probably, with the policy of "closed shelf" is the matter of periodicals. In not a single library did the visitors see an adequate and attractive display of current periodicals. More than one library had on hand a magazine display rack that was completely empty. In other libraries the racks contained periodicals that were weeks or months old. Yet the reports received from the librarians list anywhere from 15 to 77 periodicals regularly received. This was a complete surprise to the Survey Team because they saw little evidence of any such number of magazines being regularly received. Apparently many of them are kept out of sight and issued on request. This, too, is regrettable. Much of a student's future reading is likely to be in the field of periodicals and every effort should be made to make them available and display them attractively. *It is recommended* that magazines be displayed attractively and effectively in the library reading room, and that recent back issues be located nearby for ready reference.

The matter of back copies of magazines is always a problem. The best solution, of course, is to bind them for easy storage and ready reference. But this is expensive and the normal school libraries have not found it possible to do this to any extent. If this is not feasible because of financial limitations, then the back copies should be stored in order on shelves marked for the purpose and kept in an adjoining room if space is available. This is one department of the library which it is usually not wise to operate on an "open-shelf" basis. It is too easy for students to replace copies in the wrong place, necessitating a great deal of the librarian's time to sort them properly. A file should be kept of back magazines that are on hand and students may then request them from the librarian.

Incidentally, many of the libraries had on hand a number of books and/or magazines which were simply "stuck away" or stored. They were not organized or cataloged and therefore would be of little or no value to students. The reason, most likely, is that the librarians simply lack the time and the help to organize and file these materials properly. The librarians are sadly in need of clerical assistance. Some library authorities maintain that there should be two clerical assistants for each professional librarian. Others say that there should be at least one clerical assistant for each librarian.

As mentioned previously a librarian is more than a "keeper of books." She is a professionally trained, degree-holding person who should operate the library but should not have to spend time sorting books, labeling books, or repairing books. These necessary tasks can be done by a clerk at a much lower salary, leaving the librarian free to assist students, advise with faculty, prepare book lists, develop displays, visit classes to keep in touch with library needs, and do many other things to encourage students and faculty to make increased use of the library.

The number of library personnel varies from institution to institution and does not seem to bear any definite relationship to the size of the school. All schools have at least one librarian, although unfortunately sometimes she also teaches. Many have a curriculum librarian, who also often teaches. Some schools have an assistant librarian; some schools have a librarian for the campus laboratory school. Some schools have all four of these persons. It is suggested that some formula should be adopted to insure that at least all schools of comparable size would have the same number of library personnel.

One policy can be adopted immediately that would result in more effective library service. The general library and the curriculum library should be combined and operated as one unit. If space for the curriculum collection is not available in the present library area, the area should be extended or the curriculum collection should be housed adjacent to the main library. If the curriculum laboratory contained only courses of study, there might be some slight reason for operating it as a separate unit. But it is often found to contain books which are duplicates of books in the main library or books which could just as logically be in the main library as in the curriculum division. A curriculum laboratory where people can meet and can work quietly on curriculum materials can still be maintained, but it can be a room adjacent to the main book collection where all books and all courses of study can be kept in one collection and listed in one general card catalog. This room would be the headquarters for the curriculum coordinator, but the person now termed curriculum librarian could become a part of the regular library staff. The curriculum coordinator would then deal directly with the chief librarian in the matter of ordering and utilizing books and other materials.

If there were ever a reason for organizing the curriculum collection entirely apart from the library, that reason no longer obtains. The Survey Team members have been unable to find any regulation which says that the two must be separate.

If the new policy suggested were to be adopted, every school would have two librarians and some would have three. The larger schools should have three or four librarians. Undoubtedly some objections will be raised to this idea of combining the curriculum materials with the general library collection. The Survey Team can think of no argument that would outweigh the advantages that would accrue, and therefore *it is recommended* that immediate consideration be given to combining the general library and the curriculum library.

It is recommended also that all librarians be freed from any teaching responsibilities and that clerical assistance be provided in the ratio of one clerk for each librarian.

In many teachers college libraries in the United States the audio-visual collection of materials also is housed with the general library collection. The library thus becomes the repository of all supplementary instructional materials including books, magazines, maps, pamphlets, courses of study, films and film strips, phonograph records, and pictures. This is not as important a move as combining the curriculum collection with the main book collection. But in any case finished materials for general use (such as films, slides, film strips and phonograph records) would be kept in and circulated by the library. The audio-visual coordinator could borrow them as needed, just as could anyone else. It is hoped that at least one school will make this move as an experiment. All schools may well consider it as a future move. It is in line with the practice obtaining in many schools, particularly when a new and adequate library building is erected.

Another type of library materials that deserves mention includes pictures, clippings, unbound pamphlets, and assorted materials that are too fragile to be placed on bookshelves. Such materials are most readily kept in folders in a regular filing cabinet and are often referred to as the "Vertical File" materials. Government leaflets, pictures from calendars and magazines, pertinent articles clipped from the daily paper — materials of this sort can be accumulated steadily and be of particular use to student teachers if adequately organized and housed. Sometimes one file is used just for pictures and another file for printed materials.

The Survey Team is glad to note that most of the libraries have made at least a beginning in this area of library service. A few have quite good collections. Both teachers and students should be made aware of the existence and utility of these files and should be encouraged to contribute materials for them. Excellent files of this sort can be built up at little expense if persons are alerted to be on the lookout for materials. Unfortunately, many of the libraries do not have adequate filing cases for the materials they have collected. Sometimes they are merely stored in paper cartons. Every library should have one or more four-drawer filing cases to house the vertical file materials.

If the library is truly to be the "heart of the institution" it should have adequate financial support in the regular budget. This it does not have. As mentioned before, the libraries were already destroyed fifteen or more years ago during the occupation and they have never fully recovered. Almost the only source of money for buying books is the 60 per cent assigned to the library from the ₱4 "matriculation fee" paid by each student. In view of the very high cost of books today, this amounts to little more than a pittance. Here are the amounts spent last year by each school for books, periodicals and supplies.

Albay	₱ 1,730
Bukidnon	2,248
Cebu	1,324
Ilocos Norte	1,068
Iloilo	1,348
Leyte	1,056
Pangasinan	2,431
Zamboanga	1,928
TOTAL	₱13,133

The total amount spent by all the schools could well have been spent at any one school to build up a more adequate book collection.

If each school already had an adequate book collection, the amount from student fees might possibly serve to keep the collection going and to purchase a few new books. But the collections in all schools are inadequate and at the present rate of expenditure, it will take another decade or more to build them into what they should be.

Library appropriations should be just as much a part of the regular budget as other equipment or even salaries. It is not reasonable to expect to build an adequate college library solely on the basis of student fees. *It is recommended,* therefore, that there be provided in the regular operating budget an adequate sum for library purchases. In view of the inadequate state of the library resources, the sum of at least ₱10 per student annually is recommended.

The library is particularly important in situations like the ones obtaining in the normal schools where it is not customary to have a required textbook for each student in each course. The library has to be good to meet students' needs, and the libraries in the various schools are not adequate for the demands made upon them. In addition to needs for books, librarians report needs for tables, chairs, filing cabinets, book shelves, and map racks. The provision of an annual budget appropriation will serve to take care of these needs.

Nothing has been said so far about the services rendered by the librarians. The Survey Team has been favorably impressed by the fact that most of the librarians have had professional library training and are deeply interested in their work and in making the library as effective as possible. On the whole, they are doing a good job under difficulties. There are some things that could be done, even under present conditions, and still others that will be difficult to do unless the library set-up is changed as suggested and more help is provided. Some of the points listed below have been mentioned previously; others have not. Some of the things mentioned below are now done in some libraries, but there is no library that is doing all of them.

1) Attractive bulletin boards, changed frequently, can call attention to new books, events of interest, significant magazine articles, etc. Displays should be attractive and placed where students can see them.

2) Periodicals should be well displayed in appropriate racks, current ones in transparent plastic holders, and recent copies made available nearby.

3) "Vertical files" of pamphlets, pictures and other unbound materials should be well housed, conveniently located and kept up to date constantly with new materials.

4) Lists of new books as they are obtained should be duplicated and circulated to members of the faculty.

5) It would be well to have a library advisory committee composed of both faculty and students who would advise the librarian on book purchases and library policies.

6) New books can be displayed on a special shelf before they are put into circulation so that both faculty and students can examine them.

7) For libraries that do not have one, a simple handbook can be developed for students, giving information for using books, periodicals and vertical file materials and containing information about locating specific materials in the library.

8) Information sheets can be prepared and circulated from time to time calling attention to selected articles of interest in current periodicals.

The above list is merely suggestive of activities now carried on by librarians who show imagination and ingenuity in extending the use of library materials. To repeat, the outstanding librarian is much more than a "keeper of books." In the long run she is just as much interested in people as in books and seeks every way possible to bring the two together.

STUDENTS AND STUDENT PERSONNEL SERVICES

As mentioned previously, the Survey Team has been impressed favorably by the students who attend the normal schools. They are friendly, courteous, and seem sincerely interested in being successful as college students and future teachers. If a negative criticism is to be made it would be that they seem to be docile rather than alert, and accepting rather than critical. But perhaps that was only because visitors were in evidence.

They are handicapped because of the necessity of communicating in a foreign tongue (English), and their language tends to be formal and stilted. They declaim rather than talk, and they recite rather than respond. This is not meant as a criticism; it is merely an analysis of an almost inevitable situation. The Survey Team members wish that greater facility in the use of English could be developed in these students since they are going to teach in English.

All the normal schools are to be commended for making serious efforts to develop a student personnel program in spite of the lack of teaching personnel. Each school has either a Dean of Students or else a Dean of Men and Dean of Women, even though these titles be given to already busy faculty members who struggle valiantly to carry out their assignment in "spare time."

In most schools advisors are assigned to each class section and are responsible for advising the students in that section. Usually the section to which a person is assigned is one that he meets in class, also. This resembles closely the "home room" organization found in high schools and is possible only so long as students continue to recite by sections. If the program of study becomes more complex and students have more choices to make in their program, the section idea will disappear. Many colleges do not try to maintain sections beyond the freshman year. As long as students continue to recite by sections, however, the plan of having section advisers is quite feasible and furnishes an organized plan for keeping in touch with each individual student.

Some schools also have a "Guidance Counselor," but again this is often just a title bestowed on an already busy person. In a previous section of this chapter the recommendation has already been made that each school have a full-time Dean of Students.

Each school has a number of students who have to find a home away from home, and only one school has anything in the way of dormitory facilities. Most of the schools, however, are making some provisions for a degree of supervision over the homes where the students live. The difficulty is, in some cases, that when the school suggests more favorable living conditions the student responds that he would like to change, but cannot afford it.

The Survey Team feels that it is imperative that steps be taken toward providing dormitory facilities for students at each college. As long as each schcool is expected to serve the students of a number of provinces, there will be many students who will need board and lodging. Left to themselves, they will often have to resort to undesirable surroundings in which privacy and study are almost impossible. The Survey Team feels that since it is not possible to establish a normal school in each province, the government has some obligation to the students from provinces without a school to provide adequate living accommodations. Adequate cooking facilities should be included so that students who wish to cook can prepare some or all of their meals, and cafeteria service should be available. Rental costs should be kept at a minimum, even if the budget has to subsidize some of the upkeep; otherwise, students cannot afford to live in the dormitories and will still seek inexpensive and often unsatisfactory quarters in private homes.

Likewise, better health facilities should be provided. Each school has something in the way of health and medical services but no normal school has the medical and dental services presently provided for some of the national schools. It is hoped that the normal schools will become completely national schools as recommended, but whether or not that happens, steps should be taken immediately to provide adequate medical and dental services.

The Survey Team was somewhat surprised to learn that anything in the way of a student loan fund is practically nonexistent as far as the normal schools are concerned. Only two schools report small loan funds. Such a fund does not have to depend on government appropriations. Alumni, civic groups, service clubs, P.T.A. groups, or interested individuals may all be instrumental in setting up a fund. Customarily, students in good standing may borrow from such a fund without paying interest as long as they are in school. Interest is often charged beginning one year after graduation.

It is recommended that schools take steps to inaugurate such a fund if they feel that student needs warrant it — and it is hard to believe that they would not warrant it.

One thing the normal schools could and should do would be to issue an attractive bulletin describing the courses offered at the school and listing features which might interest prospective students in enrolling. It should be attractively printed not mimeographed. Perhaps, as has been projected, a general catalog could be issued for all normal schools, with each school issuing an attractive brochure describing its particular set-up.

PHYSICAL FACILITIES

The normal school with the smallest campus (5 hectares) in Cebu and, located as it is in the center of town, it would probably be difficult to expand it. Albay and Bukidnon each have 6 hectares and Leyte 6½. Ilocos Norte has 8½. Zamboanga has 15 hectares and Iloilo 17½. The largest campus is that at Bayambang where, because it is a part of the Philippines-Unesco Center, Pangasinan, it has the use of 25½ hectares. If the schools continue to increase in enrolment, as they seem likely to do, at least five of them will need more area. Ten hectares is probably the minimum size that should be sought.

Four of the schools have buildings that although more than 35 years old are still in good condition structurally and still present an imposing appearance. In fact, the Monroe Commission in 1925 criticized them for being too expensive and elaborate. They are all two story buildings with wide corridors and substantial stone stairways resembling in many ways American normal schools of that period after which they were probably patterned. Space is unnecessarily wasted on some of the corridors in view of the Philippine climate.

The other four schools have more modest structures, mostly one-story in height, with open courts and a minimum of interior corridor space. The buildings were probably adequate when they were erected but most of the schools now need additional space. Curriculum laboratories have been added as well as audio-visual laboratories and child study centers and these, while important adjuncts to the schools' program, have in most cases used space originally designed for classrooms.

As the schools have advanced from high school level to college level, changes in facilities have not kept pace. Office space in most schools is inadequate, science space is inadequate, some of the libraries have inadequate reading and storage space, some of the schools need more toilets, most of them need rooms set aside for faculty men and women, and more adequate facilities for health.

The most crowded situation at the present time is at Albay, where over 700 students have to be accommodated in only 10 classrooms. Next most crowded is Pangasinan. (Both of those schools experienced an increase in enrolment of over 200 students between last school year and the current year.) Cebu is beginning to feel the pressure of space as is Bukidnon, and the other four schools will soon be in same condition.

The schools are fortunate to have received aid from ICA-NEC for libraries, curriculum laboratories, audio-visual laboratories, and shop equipment. However, still more is needed. There is not a laboratory in any of the schools that is equipped as a college science laboratory should be. In one school a chemistry class was being taught without any chemicals! Furthermore, one laboratory is not enough for an enrolment of more than 500 students.

Most of the shops are equipped with some very fine machines (due again to ICA-NEC appropriation), but there is a lack of hand tools for the shops and also band tools for agriculture.

The schools have some very fine audio-visual equipment — slide projectors, motion-picture projectors, opaque projectors, overhead projectors, tape recorders, and a collection of slides and films — but little has been done to add to the collection of slides or films since the original collection came from ICA-NEC. All schools have several globes and a good collection of wall maps and most have one or more phonographs, but the collection of records is meager, and pianos are scarce.

Many of the schools are to be commended, however, for efforts they have made to supplement materials provided. Some of the science laboratories look "alive" because of samples of local materials that have been collected and displays that have been developed. Some of the audio-visual laboratories present a most attractive appearance. On the other hand, in some other laboratories the survey group was rather certain that some pieces of apparatus were not in regular use.

One thing that is very noticeable is the obvious lack of money for repair and maintenance. Seen from a distance, the buildings present an attractive appearance. Examined at close range, a less favorable impression is received. Some of them have not received a coat of paint for years. Doors, windows, classroom furniture, and rain spouts often show need for repairs. The school budgets show little or no money for maintenance and repair. School buildings ought to look always "spic and span" as an inspiration both to students and the community, and to be maintained in a manner to protect the investment.

The number of personnel supplied for cleaning and maintaining buildings varies widely from school to school, apparently without relation to any uniformity or formula. One school lists four janitors and a handyman; two others list no personnel at all of this nature. One school has three janitors and a groundsman; another has three janitors, a handyman, a janitor-carpenter and a janitor-messenger. One school has just four janitors; another has two janitors and a handyman; and another lists two persons with the classification of janitor-messenger.

Every school could justify having at least one carpenter, one, or more handymen, and possibly one or more painters (provided paint could be supplied). *It is recommended* that provision be made in the budget annually for maintenance personnel and maintenance funds to keep buildings in repair and prevent further deterioration.

Each school under the coordination and leadership of the General Office should develop a "Ten-Year Program" looking forward to expansion and development during the coming decade. That is not too far to look ahead. The needs will of course be based (a) upon the program that will be offered (and further suggestions along this line will be found in a later section of this chapter), (b) on the projected size of enrolment, (c) on the present adequacies and inadequacies in the school plant, and (d) on the needs of the community and the school system to be served.

Buildings' needs will differ from school to school. One school needs to have a partially constructed campus school completed; another needs more classroom space; another needs more adequate library space, and so on. It might be wise to employ for a few weeks a "space consultant" who could advise on future needs and keep schools from being either too cautious or too lavish in projecting needs. Some uniformity is needed. For example, in the questionnaires submitted by the Survey Team to the various schools, one school with 19 classrooms available stated that it could accommodate a maximum of 600 students. Another school with only 15 classrooms is already housing over 700 students and estimates that it could accommodate 1000. Probably neither one is correct; the right answer is somewhere in between; but estimates like these are to be expected unless persons have made a study of space utilization. Two or three very good books on the subject have been published within recent years.

BUDGET AND FINANCIAL SUPPORT

The budget for the normal schools ranges from ₱115,765 in the smallest school to ₱211,450 in one of the largest. The amount of National Government appropriation ranges from ₱73,010 to ₱153,420.[14]

Student tuition fees constitute the only other appreciable source of income for the schools. They report no endowments and no gifts or contributions. Tuition fees range from a low ₱30 a year in one school to ₱81 a year in another school. The majority of the schools charge ₱60 a year. The percentage of the budget coming from student fees ranges from 9 per cent in the

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[14] R. A. Nos. 2300 and 2080.

school charging ₱30 a year to 20.5 per cent in the school charging ₱81 a year. Two of the schools receive province support, one receives municipal support, and two receive both province and municipal support. Three receive no local government support.

Some of the schools receiving provincial or municipal support say that the uncertainty of the amount of this support brings grave budgetary problems.

The Survey Team is glad to note that the schools can count on the National Government for approximately three-fourths of their budget, on the average. It would appear that the national appropriation per student should be more nearly equal.

Table 4 lists the per student cost in each school along with the per student appropriation at each school from the National Government. It will be noted that the per student cost of operating the schools ranges from ₱173 to ₱340, with an average per student cost of ₱272 for the 4571 students. The cost per student to the National Government ranges from ₱103 to ₱281 with an average showing that the government is spending ₱215 per year for each student in the eight normal schools. The Survey Team feels that the government is getting a good return on its investment, but that larger appropriations are necessary to operate a first-rate institution at a collegiate level. Many of the other national schools will show a considerably higher appropriation per student.

TABLE 4. FINANCIAL SUPPORT OF NORMAL SCHOOLS, 1959-60

School	*Enrolment*	*Total Budget*	*National Allotment*		*Cost per Student*	*National Allotment per Student*
			Amount	*of Budget*		
Albay	721	₱157,845	₱123,845	79 %	₱219	₱172
Bukidnon	340	115,765	95,526	82.5%	340	281
Cebu	773	211,480	153,420	72.5%	274	198
Ilocos Norte	449	141,203	117,057	83 %	314	261
Iloilo	562	162,958	132,610	81.4%	290	236
Leyte	439	129,310	113,310	87.6%	295	258
Pangasinan	813	140,970	83,790	59.4%	173	103
Zamboanga	474	128,700	99,260	77.1%	272	209

It is inevitable that a small school will have a higher per student cost than a larger one. It would seem that the percentage of cost coming from national funds, the per capita costs and the national appropriation per student might be studied in order to achieve a greater equity.

Two general comments might be made regarding the adequacy of the budgets: (1) They are not sufficiently high to permit the schools to have all the faculty, staff and administration personnel they need. (2) There is not a sufficient percentage of the budget for areas other than personal services. An insufficient amount is given each year for such supporting services as supplies, equipment, maintenance, and professional travel.

The members of the Survey Team feel that the only satisfactory solution to the problem of adequately financing the normal schools is to convert them into national schools and to support them more liberally. Their needs in faculty, personnel, buildings, and equipment have been pointed out previously in this chapter. The amount of *additional* national funds needed annually to put all eight schools on a stable basis would not equal the cost of starting two new national schools.

As has been stressed previously, a school system is only as good as its teachers. Money spent in educating teachers affects not only the few thousand students who are educated; it affects the thousands and thousands of children who will be under their care during the years ahead. There is no agency from which the government gets a larger return for its investment than from the teacher education institutions. And the only way a government can assure the quality of its teachers is to finance and operate teacher education institutions which offer quality programs and insist on high standards. While these schools are trying hard to do a good job in spite of tremendous handicaps, better financial support would enable them to become really outstanding institutions.

PLACEMENT AND SUCCESS OF GRADUATES

Table 5 shows the number of graduates each school has had for the past four years and the number that have been placed according to the best information the school has. It is difficult for the larger schools to get complete data on all their graduates and so the number of those placed may be larger than listed here. In the table the column headed *G* shows the number of graduates and the column headed *A* shows the number receiving teaching appointments. The last column shows the number of seniors this year.

TABLE 5. EMPLOYMENT OF NORMAL SCHOOL GRADUATES

	1955-56		*1956-57*		*1957-58*		*1958-59*		*1959*
	G	*A*	*G*	*A*	*G*	*A*	*G*	*A*	*S*
Albay	124	124	96	96	69	69	54	54	90
Bukidnon	24	22	37	37	70	66	61	61	76
Cebu	143	114	162	111	162	109	177	92	164
Ilocos Norte ..	90	63	68	47	97	63	103	53	74
Iloilo	130	86	69	61	79	70	60	51	77
Leyte	99	93	79	45	61	41	35	22	53
Pangasinan ...	78	67	95	85	110	94	72	57	151
Zamboanga ...	84	75	58	52	73	65	51	45	38

It will be noted that Albay has placed all its graduates for the past four years and Bukidnon has placed all but a half dozen or so. All of the others usually place a substantial percentage of their graduates, but it is regrettable that all could not find teaching positions in view of the fact that the superintendents universally rate the public normal school graduates as being the best qualified teachers they obtain. In a questionnaire circulated to superintendents the question was asked: "Do you find the graduates of the public normal schools to be satisfactory teachers?" Without exception the answer was "yes," and some superintendents added comments such as "Very satisfactory," "Better than graduates of private normal schools."

The schools themselves, when asked as to reactions regarding their graduates, made statements such as the following: "Preference is shown our graduates"; "Our graduates become model and/or demonstration teachers"; "Our graduates are given preference in appointments"; "They are appreciated by District Supervisors and Principals"; "They are asked to conduct demonstration classes and are sent as delegates to workshops or seminars"; "Many of our graduates are asked to be demonstration teachers very soon after graduation"; "Our graduates always top the Teacher Selection Tests"; "Supervisors and superintendents report that our graduates prove to be efficient teachers and community leaders"; "Most communities would prefer to have teachers trained in our school."

Such comments are, of course, gratifying, and they undoubtedly result from the fact that the public normal schools practice selective admission, offer a good program, have a well-staffed laboratory school on the campus for observation and student teaching, and operate a comprehensive off-campus program of student teaching in selected public schools, with supervision furnished from the normal school faculty. These are important teacher education characteristics not found in many schools that are operated under other than public control.

One clear indication of the effectiveness of the normal school program and the success of their graduates is the records made on the teacher-qualifying examinations administered each year by the Bureau of Public Schools. The normal schools are consistently represented by the top group of schools when the results of the tests are analyzed by the Bureau. Most of the schools are to be found in the top twenty per cent of scores made and all of them are well up on the list. (It is not possible to obtain a similar break-down of the results of the Civil Service examinations but since the examinations are comparable it is reasonable to assume that the results would be similar.)

The schools have little in the way of a formal program for following the placement and success of their students after graduation. Most of the data they have available comes from general comments and general observation. Some schools send out postcards to their graduates each year asking about their placement, but the returns are not always complete. At least one school has started to keep an index file showing where each graduate has been placed and the ratings he has received as a teacher.

It is realized that a thorough follow-up procedure takes both time and money, and these are precisely what the schools lack. Nevertheless, *it is recommended* that a beginning be made in keeping a complete record of all graduates. If the first postcard is not returned it should be followed by another. Furthermore, graduates tend to teach in or near their home provinces. Inquiries can be made at teachers meetings, or undergraduates often know where their former fellow students are located. In some schools the alumni association cooperates with the school authorities in keeping track of graduates.

Not only should the school know where its graduates are and how well they are doing, but it should actively solicit from them comments about their college program. A questionnaire might be circulated every second, third, or fourth year; graduates might be invited back to the campus at intervals, either singly or in groups, and asked for frank comments about parts of the program that had helped them most and parts of the program that might be improved.

Supervisors and superintendents ought also to be contacted in a systematic way for comments, pro and con, regarding the normal school program. Even though they are in general satisfied and quite complimentary they may have specific suggestions for further improvements.

This might be the appropriate place to mention a recommendation that has been made from time to time by professional groups — that each normal school have an Advisory Board composed of all division superintendents in the region served by the particular school. The Survey Team believes this is an excellent suggestion and *it is recommended* that it be implemented immediately. Such a group might meet at the school several times a year and participate in a discussion program regarding such perennial subjects as admission policies, student teaching arrangements, the program of studies, placement and employment of graduates, the normal schools' contribution to in-service programs, the need for extension classes to be offered by the normal school, etc.

IN-SERVICE PROGRAMS

The Survey Team understands that several special services established at the normal schools in recent years were placed there with the idea that these services would be of value not only to the normal school and its laboratory school, but also to nearby school systems. These services include the Curriculum Laboratories, the Audio-Visual Laboratories, and the Child Study Centers.

The amount of service rendered by these various units varies a great deal from school to school. Unfortunately, in many instances the persons having the responsibility for these services have been given so much in the way of teaching assignments that it has not been possible for them to give as much service to the school itself as would be desirable, much less give service to nearby public elementary schools. Also, the normal schools do not, in most instances, have motor vehicles available for ready transportation, and the school's travel funds are inadequate to provide much outside travel.

Normal school faculty members in general should be available to serve as resource persons, to participate in conferences, to accept speaking engagements, and to serve as consultants for projects which are in their particular field. Again, the limitations of time and money often interfere with the amount of such service that can be rendered, but all schools do something in the way of service of this sort.

The normal schools should also take the lead in sponsoring "action research" — trying out in classrooms of both the college and the laboratory school experimental procedures which may result in pointing the way to improved practises.

Below are samples of activities which are reported by the various schools and by division superintendents:

1) Providing consultant services for conferences, seminars, and workshops when requested.

2) Working with the Division office staff in planning in-service programs.

3) Allowing teachers in the field to observe classes in the laboratory school.

4) Holding workshops and seminars for teachers from divisions served by the school.

5) Encouraging teachers in the field to utilize the facilities of the Curriculum Laboratory and the Audio-Visual Laboratory.

6) Making available instructional materials prepared at the school.

7) Working with teachers who come for assistance in preparing plans for lesson demonstrations.

8) Arranging for the Curriculum Coordinator and Audio-Visual Coordinator to go to various schools.

9) Offering summer and late afternoon classes for teachers in the field.

10) Showing films in the Audio-Visual Laboratory for classes from nearby schools as requested.

11) Lending films and film strips, on request, for workshops and seminars.

12) Arranging for the librarian to advise local schools on library organization.

13) Arranging for student teachers to participate in discussions and open forums when they go out for their teaching experience.

14) Making the facilities at the school available for divisional or regional conferences.

Although the preceding list is rather comprehensive, it must be said further that a number of superintendents said flatly that the normal school had rendered them no service whatever. Many of them added that distance from the school and limitations of time and money were the chief hindrances, although one superintendent said "I thought that the normal school would not bother about us."

Superintendents, when asked as to ways in which the normal school could be of further help, offered the following suggestions:

1) The normal school should engage in "action research" and experimentation on actual problems in the field.

2) The schools should develop a program of systematic and close tie-up with the personnel in the field who actually meet the problems and are acquainted with actual conditions. They should then gear the curriculum not only to the primary objectives of Philippines education but to conditions obtaining in the field.

3) The schools should consider offering off-campus extension classes in nearby provinces.

4) The normal schools should regularly send several copies of any professional or instructional materials produced to the various school systems in the region.

5) The normal schools could help by sending out teachers who are specialists in certain fields to demonstrate effective methods or administrative devices which have been found to be effective.

6) Teachers in nearby schools would appreciate the privilege occasionally of borrowing books, not merely reading them in the library.

7) It would be helpful to both the normal schools and the school systems if they would develop attractive booklets and brochures describing their facilities and programs and make these available to all schools.

8) It might be of value to the normal schools if instructors from the schools would occasionally observe classes in the field.

9) Critic teachers of the normal schools should be permitted to travel to other divisions as consultants for seminars and workshops.

10) Professional books from the regular library or the curriculum library might be circulated to schools in traveling library boxes. A fee might be charged for this service.

11) It would be fine if the schools could offer graduate work.

12) The laboratory school could keep local school systems advised as to special lessons or projects they might like to observe.

13) More ways of coordination between the laboratory school and the public schools might be developed.

14) The development and distribution of brochures describing the materials and services of the curriculum laboratory, audio-visual laboratory, etc. would be helpful.

15) The laboratory school should define its objectives clearly and sell its ideas and proposals to teachers, supervisors, and superintendents.

Not all of the above suggestions would apply to every school, and not all of them would be immediately practicable. On the whole, the suggestions are good. Many superintendents reiterated the need for more funds for travel expenses. The matter of lending materials might be difficult, too, unless the normal school could afford to have duplicate copies.

The matter of providing time for normal school faculty members to render more service in the field can be solved only if a more adequate number of personnel is provided each school. Certainly the curriculum coordinator and the audio-visual coordinator should have time provided in their schedule for rendering service to the field. At least one normal school arranges teachers' programs so that some teachers have all their classes the first three days of the week while other teachers have theirs the last three days, leaving each group some days to visit, unhampered by class conflicts. If enough faculty members can be provided, certain teachers each semester might be given a lighter load so that they would have time to render services to local schools. The normal schools should be "lighthouses" in the program of education, pointing the way to improved classroom and administrative practises.

One very pertinent suggestion belongs more to the field of administration than to teacher education. In mentioning the distance to the nearest normal school one superintendent made the suggestion that some sort of curriculum and audio-visual laboratories be established in provinces which did not have public normal schools.

Another suggestion that also comes more under the heading of administration is that a National Child Study Development Center be established to head up and coordinate all the investigations and studies being carried on regarding the nature of Filipino children.

FUTURE DEVELOPMENT

First of all, are other normal schools needed to serve the needs of the Philippines?

The Monroe Survey in 1925 noted that there were 22 schools offering normal school courses (at that time only two years in length and operated on the secondary school level). Among them were separate normal schools, including Ilocos Norte, Cebu, Iloilo, Zamboanga, and Philippine Normal, all of which have developed into four-year schools on the collegiate level. Others were at that time attached to provincial high schools.

The Monroe group recommended (a) that all 22 schools be retained, (b) that those attached to high schools be developed as separate institutions, (c) that the total number be increased to 30 with an average capacity of 500 each.

[illegible] that many of these normal departments have ceased to exist and that the total number of schools has dwindled to nine — the Philippine Normal College and the eight regional normal schools. At the same time a host of private normal schools has been developed — 219 at the last count — graduating nearly 3,000 students annually, so that there are now large numbers who have graduated from these institutions but have never found employment.

The report, "Improving the Philippine Educational System," issued by the Joint Congressional Committee on Education to the Congress in 1951 recommended "that the facilities of existing government normal schools be expanded and improved, and that additional normal schools be established with adequate staff and equipment in the following places: Ilagan, Isabela; Baguio; and Iligan, Lanao. At Baguio, the committee proposed to use as a year-round normal school the facilities of the Teachers Camp which are now used for a summer normal school operated by the Bureau of Public Schools.

On the questionnaire sent by the Survey Team to the school superintendents there was included the question: "Would you suggest that additional public normal schools be established to serve geographic areas not now served by any public normal school? If so, suggest possible locations." The replies from the superintendents divided almost fifty-fifty per cent in their view-points. Half of them said "No; the present set-up is adequate"; "We have an over-supply of teachers now"; "For the present it seems that it is not necessary"; etc. It can be noted, however, that several of these replies came from areas now served by a public normal school.

The other half said that additional schools were needed to serve provinces too remote from any of the existing schools. The following locations were suggested by one or more superintendents as possible sites for new normal schools: Lucena, Quezon; Masbate, Masbate; Cotabato, Cotabato; Romblon, Romblon; Ormoc, Leyte; Bacolod, Negros Occidental; Puerto Princesa, Palawan; Dipolog, Zamboanga del Norte; Surigao, Surigao; Ilagan, Isabela; Catbalogan, Samar; Boroñgan, Samar; Iligan City, Lanao del Norte; Sorsogon, Sorsogon; Cagayan de Oro City, Baguio, Oroquieta, Misamis Occidental; Quezon City; and Tuguegarao, Cagayan.

An examination of Table 6 will reveal some interesting facts. It shows, first of all that the vast majority of students attending any of the normal schools come from the province or city where the school is located. Provinces and cities that have normal schools are greatly favored, therefore, in obtaining qualified teachers because the majority of graduates return to their own city or provinces to teach.

Second, the table shows clearly that although each school is supposed to be serving certain provinces and cities, there are some provinces from which not a single student goes to the normal school the province is supposed to serve. Take one of the larger schools, Pangasinan, for example. It is supposedly serving eight provinces in addition to Pangasinan where the school is located. Yet from four of those provinces there is not a single student enrolled, and from the other four only 50, while 751, of the 813 students enrolled come from the local province. In the Percentage Column on Table 6 there is listed for each normal school the per cent of its students coming from the "home" province.

TABLE 6. GEOGRAPHICAL DISTRIBUTION OF STUDENTS ENROLLED IN NORMAL SCHOOLS

Divisions	%	PNC†	Albay N. S.	Bukidnon N. S.	Cebu N. S.	Iloilo N. S.	I. Norte N. S.	Leyte N. S.	Pang. N. S.	Zamb. N. S.	Total
Provinces											
Abra		45					7				52
Agusan		10		2	2*						14
Aklan		42				10					52
Albay	60	35	431								466
Antique		21			1*	135					157
Bataan		81									81
Batanes		6									6
Batangas		214									214
Bohol		6		2*	56			1*	1*		66
Bukidnon	69	2		220							222
Bulacan		176									176
Cagayan		128					29				157
Cams. Norte		25	37								62
Cams. Sur		25	86								111
Capiz		18		2*		50				1*	71
Catanduanes		12	19								31
Cavite		196					1*				197
Cebu	68	9		2*	525					1*	537
Cotabato		9		3	1*	6*			1*	14	34
Davao		4		11	1*					1*	17
Ilocos Norte	77	56		1*			334		2*		393
Ilocos Sur		76					47		1*		124
Iloilo	52	6			1*	285				1*	293
Isabela		78					8		1*		87
Laguna		258									258
Lanao		5		40	20*						65
La Union		60							21		81
Leyte	61	13			9*			264		1*	287
Marinduque		79									79

TABLE 6.—(CONTINUED)

Masbate		20	27		6*						53
Misamis Occ.		11			73						84
Misamis Or.		5		35							40
Mt. Province		19					5				24
Negros Occ.		10			10*	61					81
Negros Or.		6			13			2*			21
Nueva Ecija		94							3		97
Nueva Vizcaya		43					1				44
Occidental Mindoro		16									16
Oriental Mindoro		68									68
Palawan		34				1*					35
Pampanga		292							1*		293
Pangasinan	93	276		1*					755	2*	1034
Quezon		124									124
Rizal		366			1*						367
Romblon		78			2*	3					83
Samar		34			4*	1*		162			201
Sorsogon		69	121						2*		192
Sulu		2			1*					159	162
Surigao		25			12*			7			44
Tarlac		101		1*					25	1*	128
Zambales		127									127
Zamboanga del Norte		6			13*					12	31
Zamboanga del Sur	68	18			22*					281	321
Cities											
Manila		388									388
Pasay		38									38
Quezon		97									97
ICA Thailand Scholars		5									5
Total		4067	721	320	773	552	432	436	813	474	8583

* Number of students of provinces served by a particular regional normal school not included in its regional area.

† The Philippine Normal College is a State College so all provinces and cities are included in its area to be served.

ICA Thailand Scholars are not included in the general total.

In considering whether or not it would be wise to establish more public normal schools it is appropriate to raise at least two questions: First, do the public normal schools do a job that is sufficiently superior that it would be desirable to have more of them? Second, is it important to consider the geographical distribution of enrolment at the normal schools as well as the question of sheer number?

In answer to the first question it can be pointed out that superintendents uniformly express their approval of public normal school graduates; that the public normal school graduates always appear high on the record of the Bureau teachers examinations; that a far higher per cent of public school graduates pass the Bureau qualifying examinations as compared with the other schools; that the public normal schools are operated in harmony with the Bureau's emphasis on the community school; that they all have functioning curriculum laboratories, audio-visual laboratories, and child-study centers; that they have a full semester's program of student teaching which includes several weeks in a typical public school; and that they all practice a program of selective admissions accepting only those from the upper half of their high school graduating classes. From all the information the survey group has been able to obtain, these characteristics would not be typical of many other schools. As things are at present, apparently the way to insure the kind of teacher education institutions that are needed is to operate such schools under public control.

The matter of geographic distribution and availability of facilities is another point to consider. Looking at Table 6 again and Pangasinan once more we see that 755 young men and women of the Pangasinan province have the opportunity to prepare for teaching because there is a good public normal school in their province, while a few kilometers away in Mountain Province there are only 24 students enrolled in any public normal school. If the proposed normal school were to be opened at Baguio undoubtedly several hundred students would attend there who now are not in school or else must attend a school which may likely be more expensive and may not have the exact program desired.

In other words, is it all right if most of the future teachers graduating from public normal schools come from only a relatively few provinces? Would not the school system be better served if every province could have a fair number of public normal school graduates among its teaching force? High school students from Cebu, Samar, Ilocos Norte, Zamboanga, Iloilo, Antique, Sulu, Albay, Sorsogon, Bukidnon, Leyte go to public normal schools in large numbers. Students from Agusan, Batanes, Catanduanes, Negros Oriental, Negros Occidental, and Mindoro, for example seldom attend a public normal school because of the distance involved.

The Survey Team is inclined to feel that the total number of normal schools needed should be somewhere between the nine existing now and the thirty recommended by the Monroe group. The team has not had the opportunities to make a careful population study but it believes that some of the locations suggested by the superintendents would be logical places to be considered; for example, Baguio, Isabela, Lanao. On the other hand, while it is isolated enough to need a normal school, Palawan would probably not have enough students to justify establishing one there. It is quite possible that a population study would justify establishing six or more additional normal schools.

It is recommended that immediate consideration be given to operating a normal school at Baguio, using the facilities of the Teachers Camp. This should be done in a manner which would in no way hinder the use of the Camp as vacation in-service training site. *It is further recommended* that a careful population study be made to indicate where other normal schools might profitably be located and that steps be taken to have such additional schools authorized and financed.

The Survey Team did not give particular attention to the area of general higher education, but visits to the normal schools, the trade and agricultural schools, and the University of the Philippines have caused the members of the Survey Team to do a bit of thinking about higher education.

Let us consider the area of teacher education first. If a high school graduate wishes to be an elementary teacher, he at least has the possibility of going to one of the nine schools operated under the National Government for his program of teacher education. If he wants to be a history teacher in secondary school, the only public institution he can attend is the University of the Philippines. If he is interested in teaching shop work or agriculture, he has the choice of four government schools for the former program and four others for the latter program. The University and some of the vocational schools have dormitory facilities; the normal schools do not.

There has been no comprehensive plan for the development of higher education in the Philippines. Individual initiative, community pride, political activity, and other less educational motives have often been involved, but these have not constituted a careful survey of community and educational needs.

It would be a very fine thing if Congress would charter institutions of higher education only after consulting the Board of National Education to see if such an action would be in line with the Board's long-term plan for higher education. It would seem wise, too, for the Board to establish in the Department of Education a Division of Higher Education which would coordinate the programs and plans of all publicly financed higher education, including both those under the Bureau of Public Schools and those with independent boards of control.

More and more students will attend college, and the Philippines may well consider providing a wider variety and distribution of colleges at public expense and under public control. The pattern, in the United States, has been for many normal schools to go through a typical evolutionary procedure. Beginning as one or two year schools on the secondary level they first require high school graduation for admission, then they extend their program from two to three to four years and are called teachers colleges. Soon they prepare secondary teachers also, add other programs and become a general college. The final step is to offer graduate courses, set up various divisions and emerge finally as a full-fledged university. Not all former normal schools have achieved the university stage but all of them have gone through some of the steps.

The Philippines, likewise, has seen its former secondary normal schools achieve collegiate rank. The oldest and largest has been granted autonomy, is offering some graduate work and is now called a Normal College. It is doubtful if all the other eight schools should be created independent colleges with individual boards of control but they should be considered full-fledged colleges, as recommended earlier in this report.

Furthermore, as their libraries become more adequate, as their faculties become all persons with advanced degrees, as their facilities expand and improve they may well take on one or more of the following additional areas of service:

1. Offering in-service courses for administrators and supervisors
2. Preparing teachers for the secondary school
3. Offering general collegiate work and becoming a general as well as a teachers college

The first area of service suggested, that of offering in-service courses in administration and supervision has been mentioned in other sections of this report as being a badly needed service. Courses should be available in administration and supervision both for people now holding jobs in those areas without such courses and for persons who may later be appointed to such positions. Such courses could be offered in the summer, or during the year on Saturdays or in the evening. Instructors could be imported for the purpose if the school happens not to have a person on the faculty with an advanced degree in these fields.

The second area — that of preparing secondary teachers — will have to wait, for more laboratory facilities, more library facilities, more specialists on the faculty and more space for additional programs. There is no good reason, however, why some of these schools should not look forward to this possibility, provided the conditions listed above are fulfilled. There is no real reason why preparation for secondary teaching should

be available at a public institution in only one place — Manila. A good start would be to develop one college program for secondary teachers in the Visayas and one in Mindanao.

From preparation for secondary teaching it is only a short step to becoming a general college, by offering a sufficient variety of other courses so that a student can obtain a full collegiate program without any work in the field of education. If the Republic is going to face the need of offering public higher education in various places throughout the country — the logical thing to do would be to build on existing schools. The present normal schools are well distributed geographically and could well serve this purpose.

The offering of graduate work on the Master's degree level may well precede any move toward a general college program or may be the first move toward an expanded area of service.

***The caution is offered again,* however, that any expansions in program demand faculty, adequate library resources, adequate equipment and the necessary space. It would be folly for any of the normal schools to consider offering expanded programs without adding faculty, classrooms, laboratories and laboratory equipment, and without greatly expanding their library facilities. If the people of the Philippines want more public institutions to prepare secondary teachers, if they would like to see more general collegiate institutions, publicly financed, located in strategic plans throughout the islands, they must be prepared to supply finances to adequately staff and equip such institutions. Merely to authorize an expanded program without providing the necessary funds would be a tragic mistake. Calling an institution a college or university does not make it one.**

Philippine Normal College

Founded in 1901, the Philippine Normal School was for two decades the only public institution for the preparation of elementary teachers. Staffed at first entirely by Americans, the school early established a reputation for sound and thorough

scholarship. As Filipinos gradually took over the faculty and administrative positions they were careful to maintain the same high standard of quality.

From a two-year normal school program the school evolved to a four-year program, and in 1949[15] was granted a charter by Congress to become an independent public college with its own Board of Trustees and the present name — Philippine Normal College. From its halls have come not only thousands of elementary teachers but also scores of leaders in the field of public education. Today, its enrolment of over 4,000 students is roughly equal to the total number of students in the other eight government normal schools.

While its program is not identical with the programs in the eight normal schools under the Bureau it is similar to them. The PNC, however, has already developed a twelve-hour "block" of education courses including Rural Sociology, Adult Education, The Child and the Curriculum, Public Relations, and a course in Leadership. It also provides opportunity for students to take electives specializing in Elementary Science, Practical Arts, Library Science, and Health.

Like the other eight normal schools, PNC has a Curriculum Laboratory, a Child Study Center, and an Audio-Visual Center. It also has a newly-equipped Health Education Center which is designed to provide leadership in Health Education not only for the Philippines but for other Asian Countries.

At present the PNC is suffering from "growing pains." The recent increase in enrolment, particularly the increase during the current year, has resulted in an overloaded faculty, oversize classes, and overcrowded facilities. Either more faculty and more facilities should be added, or enrolment will have to be curtailed to fit the situation. A good school cannot continue good indefinitely with large classes and inadequate facilities.

The College has also embarked on a Master's degree program designed particularly for those working in the elementary field. This program should fill a real need in the education system. It would be fine, however, if there could be some coordination between the University of the Philippines and the Philippine Normal College, as suggested in the section dealing with the University. Each can fill a definite need, but the needs of teachers and administrators would be better served if there could be cooperative planning on the part of the two largest public institutions serving the needs of teachers.

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[15] R. A. No. 416, approved June 18, 1949.

Likewise there could be more coordination between the PNC and its neighbor across the street, the PCAT. This will be discussed in connection with the Philippine College of Arts and Trades.

WORK EDUCATION, HOME ECONOMICS, AGRICULTURE AND INDUSTRIAL ARTS

The Philippines has embarked on a "noble experiment" of emphasizing in all schools the idea of the "community school." It has included in all elementary grades courses in work education and courses in agriculture, home making, and industrial arts in the upper grades and the secondary schools.

But offering programs in schools implies also having adequately prepared teachers for these programs. As far as the community school is concerned, the government normal schools have included courses in their programs to give future teachers some proficiency in this area. The same thing, however, cannot be universally said of the many non-public normal schools and teachers' colleges which, at the present time, supply the larger number of new teachers.

The term "Work Education" is usually used to refer to the various activities in grades one to four in which the children perform work on the school grounds and in the school building. This activity is meant to give the student some appreciation of work, some responsibility for the care of the grounds and building, and some outlet for physical activity. It is usually under the supervision of the classroom teacher. The teacher does not need specific skills for these activities but does need to know the purpose of the activity and its place in the course of study.

Home economics, agriculture, and practical arts (or industrial arts) are specific courses taught in grades five and six of the intermediate school and all four years of the secondary school. These courses attempt to develop work habits, specific skills, and to provide an opportunity for creative activity. Teachers of these subjects must receive special training and achieve special skills in these areas. The student to whom these subjects are taught in the intermediate school is usually a ten-to thirteen-year-old child. In the secondary school, the student is usually fourteen to seventeen years old.

Often in the intermediate grades a single teacher may have to teach both agriculture and practical arts, because the size of the school does not justify two teachers for these subjects. The community relations and activities of the schools require a teacher to have a background and competency to work with adults and out-of-school youth.

Although the program includes both agriculture and shop activities the former is the more important because 70 per cent of employed males in the Philippines are engaged in agricultural pursuits. The shop phase of the program is valuable for home use but not nearly so important to wage-earners as the work in agriculture which now, unfortunately, often involves merely work on school gardens.

There is no type of teacher-education institution at present which is giving the variety of competencies needed. The normal schools as they now exist are doing a good job in preparing teachers for the community school, but they are not providing enough time in their programs to prepare competent teachers of home economics, agriculture, and industrial arts for the upper elementary grades; nor do they have sufficient staff or enough of the right kind of equipment and resources.

The agricultural schools as they now exist are doing a good job of preparing teachers to handle agriculture in the elementary schools and the secondary schools; but they are not providing enough courses in the area of practical arts, nor do all of them have adequate shops or appropriate faculty.

The arts and trades schools with programs of teacher education as they now exist provide well-planned programs in industrial education and industrial arts for future teachers in vocational schools and high schools, but their programs are completely lacking in agriculture courses, the most important phase of the work. Their graduates are, to some degree "over-trained" for elementary school needs but lacking in courses in the community school, in working with young children, and in teaching agriculture.

There seems to be disagreement among the authorities responsible for these various types of teacher education as to which one should prepare elementary teachers to handle these subjects.

The answer, so the Survey Team thinks, is not a single one. Any one of the three types of schools could develop a satisfactory program for the purpose if it had the facilities and faculty and if it was willing to make concessions in the present program requirements to allow the job to be done properly.

In the normal schools, for example, there is no real reason why more hours in electives should not be provided in the program of studies and more subjects offered in industrial arts, home economics, and agriculture so that students who were interested could concentrate in these fields.

If agriculture teachers for elementary schools can be prepared reasonably well in the two-year Associate in Agricultural Education program, there is no reason why in a properly organized four-year program they could not handle industrial arts. Providing a properly equipped industrial arts shop at the agricultural teacher education schools would not be too expensive a proposition.

The arts and trades schools could also be equipped to do the job, but since industrial arts is the less important phase of the program for many students and since the trade schools have no facilities for agriculture (whereas the agricultural schools already have shops), it is doubtful that it would be expedient for them to add courses in agriculture. Furthermore, they are generally located in the center of a town with no space for agriculture.

The home economics teacher is somewhat omitted from all these teacher-training programs. While home economics is given in the normal schools, the vocational agricultural teacher training schools, and the vocational trade teacher training schools, its purpose is to train future homemakers. The curriculum for this purpose is quite adequate.

A curriculum for training home economics teachers should be developed. In the normal schools it would require a few additional courses and would provide a major in this field. Certain other courses would have to be dropped from the schedule. This is similar to the major in agriculture and in industrial arts in the normal school. It would train a home economics teacher for the elementary school. It would require only a few changes in the courses of study of the vocational teacher training institutions to provide a major in home economics teaching for the secondary schools.

It is assumed that teachers of grades one to four will teach the work experience to the students in their classes and that they will be trained for this in the normal schools and private teachers colleges.

It is recommended that:

1) A special program be constructed to prepare teachers to handle work education in the 5th and 6th grades and that the program include both agriculture and industrial arts.

2) The present teacher training program in the trade schools be designed for the preparation of teachers in industrial arts and vocational subjects solely for the secondary school and trade schools.

3) Every school and college offering agriculture teacher education be equipped with a good industrial arts shop and home making facilities and that courses in industrial arts and home economics be added to the program designed to prepare teachers for work education in the 5th and 6th grades. This curriculum should include courses in understanding and working with children of ages ten to fourteen.

4) The programs of home making, practical arts, and agriculture in the normal schools be expanded and made elective

for students who wish to prepare to teach work education in the intermediate grades. These curricula should be similar to the program in the agricultural teacher training schools and should have the same standards and supervision.

5) For the present, the schools of arts and trades prepare, through a special industrial arts program, teachers who can handle work education in the 5th and 6th grades until such time as the normal schools and the agricultural schools shall have developed a program including both agriculture and industrial arts, but that eventually, the arts and trades schools cease to give courses in preparation for elementary teaching.

6) Programs of cooperation and coordination be further developed and strengthened wherever a normal school and an arts and trades school or an agricultural school are located in the same community, with efforts made to avoid duplication of facilities, and with students in either school being permitted to take certain courses in the other school.

7) There be installed in every trade school preparing teachers, and in every normal school, a comprehensive general shop organized and taught as a typical good shop in a public school. Some of the courses in industrial arts would then be built around this shop.

8) There be developed in the trade schools, the normal schools, and the agricultural schools preparing teachers a more functional industrial arts program, providing for more differentiation than is now provided, by putting emphasis not only on woodworking and basketry, but also on such other areas as ceramics, metal working, electricity, etc.

Vocational Teacher Preparation Institutions

As vocational programs have become more important factors on the secondary level in the postwar years and as more separate vocational schools on the secondary level have been developed, the need has expanded to have a sufficient supply of adequately prepared vocational teachers.

To meet the needs, separate institutions have been developed on the collegiate level to prepare teachers who would have the general education, the specific skills, and the appropriate professional education to teach in the field of agriculture, industrial arts, and industrial education. Some of the schools were started with this purpose in mind, but most of the program of teacher education have been developed in connection with an existing school on the secondary level. Some of the institutions, as vocational schools, go back to 1904, 1905, 1911 — but in most of them the teacher-education programs are of relatively recent origin, practically all having come into existence during the past decade. These schools are as follows:

Business Education

* Philippine College of Commerce

Agriculture

* Central Luzon Agricultural College
* Mindanao Agricultural College
Baybay National Agricultural School
Mountain National Agricultural School
* College of Agriculture of the University of the Philippines

Arts and Trades

* Philippine College of Arts and Trades
* Mindanao Institute of Technology
Cebu School of Arts and Trades
Iloilo School of Arts and Trades

All of these institutions, except the University of the Philippines, began as schools under the supervision of the Bureau of Public Schools, but over half of them (indicated by an asterisk *) have received from Congress charters entitling them to be independent public institutions, each with its own board of control.

The Iloilo School of Arts and Trades and Cebu School of Arts and Trades, are the only public schools of arts and trades operated by the Bureau of Public Schools for the preparation of industrial arts and industrial education teachers. The Iloilo school has also courses in Agriculture. The Bureau has plans for offering teacher education at some additional vocational schools, the first one to be at La Union School of Arts and Trades.

The School at Iloilo has been fortunate to have for the past two years a contract team from Stanford University under the auspices of ICA-NEC for the purpose of improving the program of Industrial Arts Education.

The enrolment in teacher education at Iloilo includes 256 students and the program at Cebu, 159 students. Practically all of the graduates from both institutions are appointed to teaching positions upon graduation. Both institutions have a rapidly increasing enrolment in teacher education, each one having more than doubled its enrolment in this field in less than five years.

Both schools have appropriate statements of objectives in line with the purposes of Philippine education, and the specific purpose of preparing vocational teachers. Some of the statements of objectives are identical since they are based on Congressional acts authorizing the programs.

The Iloilo school, having a much larger enrolment, has a larger complement of administrative officials, but both schools in addition to the superintendent have an administrative assistant, a head of teacher education, a head of technical education, a registrar, and a nurse — all full-time personnel. Most of the faculty have bachelor's degrees, although there are still some of the technical instruction staff on each faculty who lack the bachelor's degree. Only two or three in each school have master's degrees, but both schools report a number of persons working toward higher degrees.

The average number of hours taught by a faculty member is 30, with some teaching as high as forty hours. Classes run from 25 to 35 in size in teacher education, although a few classes are larger, and shop sections are smaller.

As in the normal schools, each student spends one full semester, full-time, in student teaching with the majority of that time spent off-campus. One school has a policy of placing two students to a teacher in student teaching while the other school places only one (see comments on this subject in the discussion on student teaching in the normal schools).

Both schools have been operating on the curricula for Bachelor of Science in Industrial Arts and Bachelor of Science in Industrial Education issued by the Bureau in 1954. However, a new teacher education curriculum in Industrial Education was adopted in 1958, and freshmen this current year are supposed to be following the new program.

The program in Industrial Education is designed to prepare prospective teachers of shopwork in trade and technical schools, while the program in Industrial Arts is designed for those who will be teachers of Industrial Arts in elementary schools and of Practical Arts in general secondary schools.

The 1954 Industrial Arts program requires 169 semester hours for graduation, divided as follow: English (including Speech) 15, Mathematics 9, Social Science 9, Psychology 6, National Language 6, Science 10, Spanish 12, Practical Arts 35, Drawing 5, Education 24, Student Teaching 15, Military Science 4, Physical Education 6, Electives 15.

The 1958 program in Industrial Education also includes 169 hours divided as follows: English (including Speech) 12, Mathematics 12, Social Science 6, Applied Science 12, Spanish 12, Shopwork 35, Drawing 4, Education 33, Student Teaching 15, National Language 6, Military Science 4, Physical Education 6, Electives 15.

In each of the programs approximately half the allotted time is given to general education, with the other half divided almost equally between professional education and concentration in the field of practical arts on shop work. This division is sound.

The grade distribution seems to be a bit on the high side in both institutions, with a tendency toward grade B or C. One school gives practically no grades of A or of E and only a small number of D's. The other school apparently gives no D's at all but has more E's and a much larger number of A's particularly in certain fields.

The two schools are similar in library facilities, although the smaller school has the larger book collection — 7,982 volumes as compared with 6,727. One receives 24 periodicals; the other 29. Each has available for library materials the usual percentage of student matriculation fees, practice in all schools. Both schools state that they need more library facilities, and one school indicates that it needs more staff.

Neither school has an administrative person in charge of student personnel services, but both are using faculty personnel for counseling. Both have a full-time school nurse. Neither has a program for supervising students' living accommodations, visiting homes only when some problem is involved. Neither school has a student loan fund, but in one school, faculty members sometimes act as guarantors on late payment of fees. The other school has available a few scholarships supplied by the school PTA and the local YMCA. One school reports no employment projects for students; the other has developed a cooperative Trade Training and Apprenticeship program in cooperation with local industrial establishments.

Both schools have an organized Student Council and the customary number of volunteer student organization, each with a faculty sponsor.

As far as the budget is concerned, each school receives over 60 per cent of its income from national funds — 62 per cent in one school and 67 per cent in the other. However, Cebu receives some appropriations from both local province and city — extremely modest ones, amounting altogether to less than one per cent of the total budget. Cebu also charges a higher tuition fee, ranging in various years from ₱80.50 to ₱95.50, while Iloilo's tuition charge is a uniform ₱60 each year. Aside from the appropriations mentioned, neither school has any source of income other than student fees.

Cebu has a campus of 3.05 hectares while Iloilo's is 4.75 hectares. Cebu has 12 classrooms, 3 offices and 24 shops and laboratories. Iloilo's plant includes 18 classrooms, 6 offices, and 35 shops and laboratories. Cebu places a value of ₱317,568 on its shop and laboratory equipment. Iloilo's shop and laboratory equipment is listed at ₱529,000. Much of this equipment has come from ICA-NEC funds as a result of the emphasis on vocational education during the past decade.

Both schools have sent out communications to their graduates following graduation. Iloilo presents the more comprehensive report of regular follow-up (a series of three) studies of community needs and employment opportunities and regular contacts with alumni through an annual "Homecoming Day." Iloilo also reports a number of workshops and conferences held for various types or groups, educational and industrial.

On the questionnaire circulated to division and city superintendents, the question was asked: "Do you find the graduates of the teacher-education program in public arts' and trades' schools and colleges to be satisfactory teachers?" The comments received are in general favorable with some specific suggestions made for further improvement. The situation is complicated by the fact that many of these graduates, appointed to elementary school positions, also are called on to teach general elementary subjects for which they have not been specifically prepared. Another complicating factor is that "work education" on the elementary level includes both industrial arts and agriculture. Graduates of the trade schools have been prepared for only one of those fields and have to "pick up" the other.

Here are some of the comments made by superintendents:

1) Graduates are satisfactory on the whole but their English is below average.

2) Those with the BSIE training are better suited to the high school.

3) For elementary assignment, in view of the fact that most often industrial arts and agriculture are handled by the same person, trade schools should also include a course in the fundamentals of agriculture.

4) The trade school graduates need more units in the content subjects like arithmetic, social studies, and also in community education if they are to teach in elementary schools.

5) The graduates of trade schools are satisfactory when they teach vocational subjects and arithmetic.

6) In places where public "arts and trades" schools are located side by side with normal schools, there should be greater articulation or coordination between the two schools.

7) The graduates need more foundation in practices, methods, approaches and procedures of teaching in the elementary school.

8) Graduates are satisfactory teachers but only in industrial arts — not as agriculture and academic teachers.

9) Graduates are satisfactory as teachers of work education on the intermediate level. They should also be trained to teach subjects other than work education in the primary as well as intermediate grades.

As can be seen, there are some implications for program or policy charges. These will be considered later in this chapter.

Mountain National Agricultural School and Baybay National Agricultural School are the two agricultural schools operated by the Bureau of Public Schools with programs of teacher education for prospective teachers of agriculture. Baybay is the older of the two, having been established in 1924, while Mountain was founded in 1954. Their teacher education programs were established in 1952 respectively.

Baybay is the larger of the two but its enrolment shows fluctuation while that of Mountain shows a steady growth. Below is shown the respective teacher training enrolments for the past five-year period:

	1955-56	*1956-57*	*1957-58*	*1958-59*	*1959-60*
Baybay	280	884	361	384	234
Mountain ...	82	106	116	128	147

Both have been able to place practically all of their graduates except for last year when Baybay placed only three-fourths.

Both schools have adapted their objectives from those issued by the Bureau in 1952, 1955, and 1959. These objectives are revised from time to time, particularly when new programs of study are adopted.

Mountain is rather limited in number of administrative personnel, having, in addition to the superintendent, a head of related subjects, a registrar, and a chief clerk, but all of these do some teaching. Baybay has also a high school principal, a school physician, a school dentist, a property custodian, a forest guard, a granarian, an animal caretaker, and several other clerical and custodial employees.

As in the trade schools most of the faculty members have the bachelor's degree. None have less than the bachelor's, however, and about a third have the master's. Several others are working toward the master's. The average faculty teaching load is 16-18 semester hours per week with as many as 35 hours being taught by one faculty member. In Baybay, few faculty also have administrative responsibilities, but at Mountain several administrators (as previously mentioned) carry teaching assignments.

Average class size for freshmen in both schools is 44, but in the upper years, most sections are 30 or under. The student-teaching provisions are similar to those in the normal schools and the trade schools with part of the semester's teaching being done on campus and part in public schools.

The program of studies of agriculture teacher education was finalized at the Second Annual Agriculture Teacher-Education Conference held at Baybay in 1958 and is in effect this year for the first time. It comprises 159 semester hours required for graduation of which 10 to 14 are left to the discretion of the institution or the student. The other units are all specified. The program leads to the degree of Bachelor of Science in Agricultural Education.

The program includes from 46 to 55 hours in technical agriculture, 20 hours in biological sciences, 11 hours in chemistry and soils, 8 hours in physics, 6 hours in mathematics, 3 hours in social science, 12 hours in English, 12 hours in Spanish, 22 hours in education (including psychology and student teaching), and 13 hours of electives. The programs as listed by the two schools are almost identical with the exception of some variation in sequence and the fact that Baybay seems to permit students more freedom of choice in electives — possibly because the school is large and can do so more readily. Both schools also offer a program in agricultural home-making education for girls.

The distribution of grades earned by students in the various subjects varies rather noticeably between the two schools. Many more students earn A's at one school than at the other. The school showing more grades of A also has fewer unsatisfactory or failing grades. In the latter school, there are a number of instances when in a particular subject the number of A's and B's exceeds the number of C's. Unless there are some factors which the Survey Team has not seen which would justify the discrepancy, the assumption would be that the grading practices in one of the schools is too liberal.

The two schools have libraries of comparable size. Baybay lists a book collection of 7,352 volumes, while Mountain has 8,193. Baybay subscribes to 52 periodicals and Mountain lists 28. Both schools depend on student matriculation fees for library purchases, the amount being over ₱2,000 for each school. It is a bit perplexing to find that Mountain, the smaller school, lists two librarians, whereas Baybay has only one part-time librarian. Both schools have collections of appropriate materials housed in a vertical file. Baybay lists as the chief needs of its library a full-time librarian, more periodicals, more reference books, more space, and a stockroom. Mountain needs a typewriter, some more chairs, more space and a clerk.

Both schools practice selective admissions, refusing admission to a number who apply. Neither school has a person whose prime responsibility is to head up guidance services, but each school provides counseling through using teachers part-time. Baybay has very good health facilities with a school physician and a school dentist. Mountain has a teacher-nurse. Mountain does not have any provision for making loans to students, but Baybay has started a student credit union for small loans. Both schools have some provision for students to earn money on farm projects. Both schools are fortunate to have living accommodations for students who come from a distance.

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Baybay has the typical Student Council as a form of organized student life. Mountain uses its FFP (Future Farmers of the Philippines) chapter for this purpose. Both schools publish a student newspaper and both have a number of voluntary student organizations.

The fees charged students are comparable in the two institutions, although those at Mountain are slightly higher, ranging from a low of ₱55.50 in the senior year to ₱77.00 for freshmen. Baybay's range is from ₱58.00 to ₱73.25. Both schools obtain a substantial percentage of their total budget from national appropriation, the percentage in one case being 89 per cent and in the other 86.3 per cent. One school lists a sum of ₱16,000 as income from projects; the other does not. Aside from this item, the only source of financial support, aside from student fees, is the National Government appropriation.

Both schools, being agricultural schools, have extensive campuses — 971 hectares at Baybay, and 1,710 hectares at Mountain. While Mountain has the larger amount of land, Baybay has much more in the way of building space with 18 classrooms, 8 offices and 9 shops and laboratories. Mountain has 4 classrooms, 1 office, and 6 shops and laboratories. Baybay lists the value of its laboratory and shop equipment at ₱113,336 while Mountain lists ₱73,536. These two schools have benefited, as have the trade schools, from ICA-NEC assistance.

Both schools keep in touch regularly with their students after graduation, sometimes by questionnaires and correspondence and sometimes by personal visits. Baybay has made quite a comprehensive study of its graduates covering such items as their teaching placement, Civil Service status, monthly income, plans for the future, efficiency ratings, and so on. The school also seeks from its graduates comments about most helpful and least helpful subjects in the curriculum. Mountain has had only three graduating classes up to this time and so has not made any studies.

Both schools report that comments from superintendents are complimentary with reference to their graduates. Both schools also mention that since many of their graduates teach in elementary school, more emphasis should be placed on methods of teaching elementary children.

Both schools have been offering summer and/or evening courses to teachers in service.

In the superintendents' questionnaire, a specific question was raised as to the satisfaction of the superintendents with graduates in agricultural education, similar to the question asked regarding trade school graduates mentioned earlier.

In general, the reactions are satisfactory, but some of the comments reiterate the statements made regarding trade school graduates. Below are listed some of the comments received:

1. They are satisfactory as teachers of agriculture but unsatisfactory as academic teachers.
2. The two graduates we have are doing fairly good work, but they are quite weak in English.
3. They should have training in handicrafts for all-around competence to handle both industrial arts and elementary agriculture.
4. The four-year graduates in agricultural education are best suited to the high school.
5. They should be given more training in community education work.
6. They are satisfactory on the elementary and secondary levels. For the elementary level, however, they should also take shop methods and the teaching of arithmetic and science.
7. Graduates of the Associate in Agricultural Education do not fit in the one-one plan followed in public elementary schools. They should be given a little training in handling academic subjects like language arts, arithmetic, music, etc. in order to meet the needs of the field. Too highly specialized training is not meeting the needs of the elementary schools.

There are more comments of the same sort among the replies from superintendents. Implications from these comments will be discussed later in this chapter.

ANALYSES OF PROGRAMS AND FACILITIES

Quite a few of the comments that have been made about the normal schools could also be made about the vocational institutions offering teacher education. The latter institutions are more adequately financed than the normal schools; their shop and laboratory equipment is far superior; and the number of persons they have in administration and service positions exceeds the number assigned to the normal schools. This does not imply, by any means, that they are overstaffed or oversupplied. Far from it. But they are relatively in a much better position in the areas mentioned.

In other areas, however, needs are similar. Libraries in both the agriculture and arts and trades schools are in serious need of upbuilding. Some of the institutions do not have enough library staff; none of them has any clerical help for the librarian. In the particular field for which the school is preparing teachers, the libraries have a fair collection of books and other materials. In most other fields, the libraries are quite lacking in resources.

Most of the comments made regarding the normal school libraries (see page 341) could be repeated here, regarding the needs for personnel, equipment, and books and periodicals. Some of the fields in which book collections need strengthening include curriculum, educational psychology, educational philosophy, guidance and counseling, community school, economics, and general reference books. Each school should, of course. analyze its own library holdings to see what fields needs strengthening.

All the recommendations made for the libraries of the normal schools hold just as fully for the agriculture and trade schools with teacher education programs.

The following other recommendations, made for the normal schools, could be repeated here:

1) The need for faculty members to have time for keeping up with their field, supervising student teachers, doing research and professional writing, and engaging in community

affairs. The weekly teaching load, particularly in the trade schools, seems to be high (see page 316 ff.).

2) The need for conducting regular follow-up studies of graduates and of conducting periodic check-up with superintendents and supervisors regarding the success of graduates (see page 358 ff.).

3) The desirability of providing dormitory facilities for the schools that do not have them (see page 353 ff.).

4) The need for a review of the bases on which instructors assign academic grades. Most of the schools tend to be somewhat liberal in grading students. As mentioned in the section dealing with normal schools, this practice is good neither for the institution nor the individual student (see page 338 ff.).

5) The desirability of having on the faculty a fair number of people with advanced degrees, particularly those teaching the related subjects.

6) The need for a Dean of Students — a person with training in student personnel — to head up the student counseling program and be responsible for all phases of the student personnel program.

ADMINISTRATION AND PERSONNEL

The heads of the schools preparing teachers in the field of agriculture and arts and trades are fortunate to have the status and title of superintendents. They are thus given more freedom than would be the case if they were under the authority of a school division superintendent. The fact that they are under the Bureau gives opportunity for a certain amount of coordination and uniformity that is desirable.

The building of faculty morale, faculty effectiveness, and faculty unity make up an important phase of any head administrator's responsibility. Different schools have been using various devices and procedures for this purpose. One such procedure has been found effective in so many places that the Survey Team would suggest its adoption as a regular procedure in all schools. That is, the holding of staff seminars as an in-service training device. The outcomes of such meetings could be duplicated and made available to other schools and to the General Office.

PROGRAM

The programs in teacher education for both the agricultural schools and the schools of arts and trades in teacher education have been under review and are still under review. Both groups have had the advantage of consultative service from the various special teams under ICA-NEC that have worked and are still working with some of the schools.

In general, the programs have been soundly developed with reference to both scope and content. While the Director of Public Schools must, by law, authorize programs for the various types of schools, in practice this responsibility is largely delegated to heads of divisions, and by them in varying degrees to administrators and faculty members.

The Survey Team would hope that no curricular changes would be made by the General Office without full discussion by those who will be affected by the changes. Faculty members often have very sound ideas about curriculum needs and will be much more in sympathy with a program they help develop.

Faculty members should always be given the opportunity and the obligation to develop syllabi for the various courses. The Bureau can assist by supplying a basic outline of each course, leaving to the individual schools and teachers the development of a full syllabus based on local needs and specific institution strengths.

The Survey Team members know that a lot of thinking and analysis has gone into the present program. They are aware that further changes may be impending. An examination of the various programs as they exist, however, reveals some features which the Survey Team would be inclined to recommend for change. Many of the points mentioned below were suggested by the schools themselves:

1) The program of studies in both groups of schools is heavy, compared with what may be found in other places and in terms of what a student can do well. One complicating factor, of course, is found in the preceding section on Normal Schools (page 321). But even if Spanish were removed, the remaining program is heavy.

It is recommended, therefore, that the graduation requirements in both agricultural and trade and industrial schools be reduced to not more than 140 semester hours, exclusive of whatever Spanish may be required.

Observations of visitors and comments from superintendents both bear witness to the fact that the graduates' command of English often leaves much to be desired. It is difficult, of course, for students to be obliged to learn and teach entirely in a language foreign to them. But that is the situation and students should attain a degree of proficiency in English which will be appropriate for teachers who should be models in their use of language.

It is recommended that the English program be strengthened, upgraded and possibly extended and that the following two procedures be made a matter of policy (a) a careful analysis be made of each entering student's proficiency in both oral and written English, with non-credit remedial work prescribed for those who need it (b) a second check be made at the end of the second year and students not be permitted to do student-teaching or to be graduated until they can demonstrate acceptable proficiency in English.

It is important that a clear distinction be made between industrial arts, which is *general education*, and trade or industrial courses which are designed for *vocational education.* Vocational education is designed to provide a graduate with the necessary knowledge and skills to enable him to obtain employment as a skilled worker in the field in which he has had special preparation. Only those who intend to seek such employment as a matter of livelihood are expected to enroll in courses of vocational education.

Industrial arts, on the other hand, is for everyone. It should be designed to teach the skills, the understandings, and the appreciation that should be a part of general education for everyone. It has both an individual and a social or economic purpose. For the individual, it should provide some basic skills that will be of use in every home—skills of construction, maintenance and repair. It also should be exploratory in nature.

It should help a boy (and sometimes a girl) to see possibilities for later vocational courses. It should furnish exploratory opportunities that will help a boy discover and develop his particular interests and abilities. The fact that an entire barrio may be concentrating on woodcarving or the use of nipa is no reason why a student should not have exploratory courses in ceramics or metal work or electricity or drawing. The program should give a student the over-all view of various types of occupations that will give him a better opportunity for possibly selecting an area in which he will later specialize by taking vocational courses.

But it also has a wider purpose, particularly in a country like the Philippines. The program in industrial arts should be of such a character that it will help condition people to think of industrial products intelligently, to be aware of this country's industrial development, and to use the products of that development. It should help upgrade the general populace toward an industrial economy. It cannot be stated too emphatically that an agricultural economy cannot be changed into an industrial economy merely by building factories. All the people must be educated to appreciate the contribution made by industry to the country's economy. This, industrial arts should help to do. It is education for the *consumer* whereas vocational or trade education is education for the producer.

With this point in mind, the question arises of whether it is sound to have the first two years identical in both the BSIE and BSIA programs. Their purpose is different and placement of their graduates should be different. It is understood that sometimes positions which should be given the BSIE graduates are filled with BSIA graduates and vice versa. It is doubtful if unfortunate occurrences like this can be, or should be, corrected by the institution preparing teachers. The correction should be attempted by repeatedly emphasizing to the appointing authorities the purposes of the respective program. It is suggested that a careful analysis be made to ascertain whether or not combining the programs for the first two years may not have more undesirable than desirable outcomes.

As mentioned previously, the uniformity of graduation course requirements in the schools of arts and trades does not permit a school to make allowances for local conditions and for individual differences in students.

It is recommended that the requirements for graduation, particularly in the schools of arts and trades, be made more flexible giving students in the BSIE program more opportunity for specialization and those in the BSIA program more opportunity for breadth.

It is fine that many of the shops in the arts and trades schools are well equipped with power tools. Some of them are equipped to such an extent that they would surpass most similar shops in more prosperous countries. At the same time, for many years to come, much of the productive work in the Philippines will be done without the benefit of power machinery. Students should be familiar with the machinery, but as prospective teachers, they should be much more familiar with the hand tools which most of their future students will use in their daily lives.

It is recommended that provisions be made to give students, particularly BSIA students, more experiences in the use of hand tools with appropriate accompanying information on materials, processes, and work opportunities.

The program of courses for a prospective teacher in a specific field always includes at least four elements: (a) courses in general or cultural education; (b) courses in the particular subject to be taught; (c) courses in professional education, including both methods and psychology; and (d) organized experiences in working with pupils, or student teaching.

Finding the right balance among these four areas is always difficult when the total time allowed is only four academic years. The courses in both the agricultural and the arts and trades schools have tried to find a balance among these elements and have done a good job in this regard. The policy of dividing the course offerings roughly on a 50-25-25 per cent basis can be considered sound; 50 per cent of the program being in general education, 25 per cent in the area of specialization, and 25 per cent in professional education courses, including student teaching. One wonders why more courses should be required in arts and trades than in agriculture in professional education courses. *It is recommended* that this discrepancy be analyzed. On the surface, there does not seem to be any particularly valid reason for the variation.

Student-teaching is perhaps the most important element in the professional side of the student teaching program. The Survey Team is glad to see the emphasis placed on it and glad, too, to see that most schools make provision for both on-campus and off-campus experiences. Both are valuable. The on-campus experiences are easier to control, supervise and evaluate, but the off-campus experiences give a contact with actual teaching problems which no laboratory school can provide.

Student teaching, to be most effective should be continued for a sufficient length of time and be operated in such a concentrated form that it gives the student some realistic concept of what real teaching is like. If properly planned and carried out, it will leave the student little time for any other obligations.

It is recommended that each school arrange the program of studies so that the period of time a student spends in student teaching is devoted full time to that responsibility, with the exception of weekly seminars held to discuss progress and problems.

Two things are exceedingly important, if student teaching in public schools is to be effective: (1) The school and the teacher selected for participation in the student-teaching program must meet certain standards in the way of experience, philosophy, equipment, and understanding of the purpose of the program. (2) Adequate supervision from the school where the student is taking his degree must be provided. Furthermore, a careful program of in-service education for the cooperating teachers is extremely helpful and highly desirable.

The Survey Team appreciated the opportunity to visit one of the workshops held at various centers for cooperating teachers in agriculture. They also like the idea of having standards developed for selecting cooperating schools, as developed by and for the agriculture schools.

It is recommended (1) that the regional conferences held annually for all cooperating teachers in the field of agriculture be continued, and that the arts and trades schools utilize the same procedure.

(2) That all the arts and trades schools develop standards for selecting cooperating schools and cooperating teachers similar to those used by the agricultural schools and some of the trade schools.

It is gratifying to note that all the publicly supported schools preparing teachers of agriculture have been meeting annually for three years, and that the last revision of the program of study in agricultural teacher education evolved at least partially from these meetings.

It is recommended that the three government-supported schools of arts and trades preparing teachers develop a similar plan of holding periodic conferences to discuss problems, programs, and progress in teacher education in their field. This is particularly important since one school is now not under the Bureau and two are. The Survey Team understands that such conferences are being planned.

FUTURE DEVELOPMENT

The Division of Vocational Education can be proud of the progress that has been made in vocational education during the past decade. This progress has been made possible partly because of the financial aid provided through ICA-NEC. Much of the progress, however, is due to the aggressiveness and leadership of those responsible for the program; and part of the progress is due to the fact that it was possible to provide teachers for the vocational schools who were prepared in programs of teacher education particularly designed for the purpose.

There is probably a need, geographically, for more schools preparing both industrial arts and agriculture teachers. The establishment of such schools, however, should not be too precipitate. An existing vocational school should not be permitted to start a teacher education program unless it has the staff, the faculty, the library, the laboratories, and the shop facilities to carry on a program that will really be on a collegiate level.

The existing schools of teacher education still need upgrading in several aspects, particularly in staff and library. It would be unfortunate if the establishment of additional schools were to interfere in any way with the strengthening of the present schools.

Chartered Public Colleges with Teacher Education Programs

Although the scope of this survey is concerned with the institutions under the Bureau of Public Schools, the Survey Team members felt that the study would be incomplete unless they obtained some information regarding the national chartered schools. They began as Bureau institutions and they now prepare a large number of students for teaching in the public schools. Therefore, information was solicited from the schools by means of questionnaires, visits were made to most of them, and conferences were held with their executive officers. The various schools and colleges were most cordial and cooperative in working with members of the Survey Team. The visitors only wish they had had more time to spend in the various institutions.

CENTRAL LUZON AGRICULTURAL COLLEGE

Central Luzon Agricultural College (informally called CLAC) was founded in 1907 as an agricultural school and was the pioneer agricultural school in the Philippines. It was almost completely destroyed during the Japanese occupation, but has been completely rebuilt.

The first professional courses for teachers were offered in the summer of 1948. In 1950 it was made a college by executive order, and by act of Congress in 1954 was authorized to offer both bachelor's and master's degrees. Until 1950 it was one of the teacher education agricultural schools under the Bureau, but it is now an independent college with its own board of trustees.

Occupying a campus of 658 hectares in Nueva Ecija, the college has one of the most complete physical plants of any institution in the country. In addition to courses in agricultural education, agricultural engineering, home economics and the graduate school it operates a high school which is used as a demonstration and practice school for the students in teacher education.

While the institution is no longer under the control of the Bureau of Public Schools and does not have to follow the same curriculum as required for Baybay and Mountain, the college, of course, is preparing teachers largely for the public schools and naturally wants to operate a program of agricultural education that will prepare its graduates properly for teaching in the public schools and make them acceptable to the superintendents who may employ them. The teacher-education departments of the college, therefore, works very closely with the Agricultural Education Division of the Bureau and with the other agricultural colleges. For example, the most recent program for agricultural education was agreed upon at a meeting held at Baybay in 1958 and attended not only by Baybay and Mountain but also by CLAC and the other independent government colleges. While its curriculum may not be identical with the curriculum prescribed by the Director of Public Schools for schools under the Bureau, it will resemble it very closely.

The teacher-education curriculum has grown rapidly in enrolment. In the two-year course leading to the degree of Associate in Agricultural Education the number of graduates has increased from 95 in 1953 to 143 in 1959. Graduates of this course are still eligible to teach agriculture in elementary schools, although the trend is to have all teachers complete a full four-year course. The four-year course leading to the degree of

Bachelor of Science in Agricultural Education graduated 26 students in 1955 and in 1959 there were 131 graduates. The number has increased so rapidly, in fact, that not more than a fourth of the graduates found teaching positions. The total enrolment this year in agricultural education (both two- and four-year programs) is 949 as compared with 476 in 1954. The total enrolment in collegiate programs is 1,640, and there are 1,132 enrolled in the secondary program.

Up to the present the college has not had a program for those who wish to have a college education in agriculture merely to become better "dirt farmers," but it is planned to institute a program which will lead to a bachelor's degree in agriculture rather than in agricultural education. The college is also considering adding a program which will prepare academic teachers for the secondary school, particularly in the fields of science and mathematics.

The college follows the policy in other government-supported institutions of admitting only students from the upper half of their high school class.

Counseling service is under the direction of a Dean of Men and a Dean of Women with the assistance of some part-time Counselors.

Dormitories are operated by the college and also four "student barrios" where students live and govern themselves as a cooperative group. Half of the college enrolment lives on campus.

The College receives substantial support from the national government and the tuition charged college students is ₱80 a year.

MINDANAO AGRICULTURAL COLLEGE

Mindanao Agricultural College (familiarly called MAC) was originally the Bukidnon Agricultural School and was formerly located in Managoc, Malaybalay, Bukidnon. It was originally a provincial secondary school specializing in agriculture, and was made a national vocational school in 1939.

As a result of World War II its buildings, equipment, and farm lands were heavily damaged, and soon after the liberation it was moved to Musuan. The actual amount of land developed as the college campus is 20 hectares, but the total amount of land belonging to the college comprises the extensive amount of 3,500 hectares, including level land for grain farming, marshy land for rice fields, slightly rolling land for mechanized farming and fruit-tree growing, and hilly pasture used for dairy and ranch cattle.

The school was authorized to train teachers in 1950, and its formal conversion into a college occurred in 1952. In 1949 the school was selected as the "Pilot School of Agriculture" in the Philippines under the Fulbright Educational Act of the United States Congress. Since 1957, the school has had the consultative services of a three-man team living on campus, under the auspices of ICA-NEC, through a contract with Stanford University.

One of the unique features of the college has been the development of "College Park," a colony of 200 cottages, many built by the students themselves, where boys can live as they would in a barrio and farm their own plot of land. The college also has regular dormitories and a cafeteria for both boys and girls.

As is the case at Central Luzon, representatives from MAC work closely with the Agricultural Education Division of the Bureau and participated in the conference where the most recent program of studies was developed. Its program for teacher education, therefore, is quite in harmony with that offered at CLAC, Mountain, and Baybay.

The school has been on its present site a little more than a decade so it does not present the "settled appearance" found at CLAC. The campus is developing rapidly, however, and already presents a most impressive appearance.

Like the other colleges and schools, MAC operates a program of selective admission, but it differs from some of the others in one very definite way. It has not, thus far, aimed to become "big." Instead, it hopes to keep its supply of teachers in line with the demand from the field. The enrolment in the four-year teacher education course is only 1,029 and the college has had the pattern of placing all its graduates; 85 per cent of them go to elementary schools; 15 per cent to secondary schools.

THE PHILIPPINE COLLEGE OF ARTS AND TRADES

The latest institution to achieve independent status as a public institution is the Philippine College of Arts and Trades, formerly the Philippine School of Arts and Trades. It was chartered as an independent college in 1959.

Located in Manila, right across the street from the Philippine Normal College, it also has a history reaching back to 1901. Along with similar schools at Cebu and Iloilo, it provides a program for preparing teachers of industrial education for the vocational schools and teachers of industrial arts for the elementary schools and high schools. Since it has, like Iloilo and Cebu, been under the supervision of the Bureau of Public Schools until very recently, its program is still practically the same as that in the other two schools. Its program will, in all likelihood, continue to be quite similar to that offered in the other two schools even though its independent status is likely to bring some variation.

Like the other two schools, its program is on the heavy side, allowing little time for students to make much use of the library. The program also provides little in the way of emphasis on the community school for those who will be teaching in elementary schools. The program is a good one for preparing vocational and secondary teachers in trade education.

Now that it has become an independent college, the institution has already begun to plan graduate courses leading to the master's degree in Industrial Arts, Industrial Education, and Guidance and Counseling. It will undoubtedly work intensively on strengthening the academic background of its faculty since at present fewer than 10 per cent have anything in the way of an advanced degree. This will be imperative as the institution prepares to offer graduate courses.

The desirability of more organized cooperation between the various public institutions preparing teachers, mentioned previously in connection with both the University of the Philippines and the Philippine Normal College, applies equally to the PCAT. PNC is offering graduate courses; so are U.P. and PCAT. PNC is preparing teachers to handle work education in the fifth and sixth grades; so is PCAT, right across the street, but their programs are not the same, although designed for the same purpose. PNC might benefit from making some use of PCAT's shop facilities. PCAT might well make use of PNC's curriculum laboratory and its library.

It is not within the province of the Survey Team to offer precise suggestions as to how cooperation and coordination may be developed. The Team feels, however, that a great deal of effectiveness will be lost and a regrettable waste of effort will result if some kind of cooperative arrangements are not made. There is a place for each school to render service but there is little justification for duplication of effort when coordinated planning could avoid this and result also in stronger programs for each institution.

PHILIPPINE COLLEGE OF COMMERCE

This, the oldest institution preparing vocational teachers, was founded in Manila in 1904 and became a four-year college in 1952. Of its 2,120 collegiate day students, only 137 are enrolled in teacher education. It supplies to the public schools from 10 to 20 business education teachers annually and is the only government supported institution preparing business education teachers. Other teachers come in the summer session and complete their degree requirements.

Of the 74 faculty members, 13 are concerned with teacher preparation. In the total faculty, there are found 52 persons with bachelor's degree, 21 with masters, and 1 with doctorate. The average faculty load is 15 semester hours.

In teacher education the average class size is about fifty students. The student-teaching program covers a period of four weeks, during which students teach two hours a day. Half the time is spent in the laboratory school and half in public schools. Three or four students are assigned to one classroom at a time for student teaching. The complete collegiate program for teacher education students comprises a total of 157 semester hours.

The library has a total of 10,452 volumes and subscribes to 100 periodicals. There are six librarians.

The College practices a careful selective admissions policy; of nearly 2,000 applicants for the college program, only a few more than 1,000 were admitted. The College has an organized program of student counseling, and employs a physician, a dentist, and two nurses to care for students' health. Tuition fees range between ₱121 and ₱125 annually. Forty-three per cent of the annual budget comes from national funds, the remainder from student fees and other sources.

The College has an organized program for keeping track of its graduates and can point with pride to commendations regarding the competence of its graduates as teachers.

The Preparation of Teachers for the General Secondary Schools

The nation has not given as much attention to the preparation of teachers for its general high schools as it has to schools which prepare elementary teachers and vocational teachers. There are nine institutions for the preparation of elementary teachers and eight (soon to be nine) for vocational teachers. But for general high school teachers, there is only the University of the Philippines. The result is, of course, that the high schools rely largely on the private colleges for their supply of teachers.

It may be wise for one or more of the normal schools to develop programs for preparing teachers of English, history, mathematics, and science for the secondary schools. Certainly there ought to be more than one place in the islands where a high school graduate can prepare for this vocation in a publicly supported institution.

The caution is offered again, however, that installing a program for preparing high school in any existing teachers institution would entail a considerable outlay for faculty, library, laboratories and other facilities. It would be highly regrettable if any institution were to attempt to begin the program for secondary teachers without adequate personnel and facilities.

One source of secondary teachers that may be overlooked is the supply of liberal arts college graduates who have the A.B. or B.S. rather than the B.S.E. degree. Many of them will make good teachers and should be given the opportunity to complete their education requirements. Perhaps some system of "cadet" or "intern" teaching might be set up so that they could get competent supervision while on the job. Perhaps a full year's program may be developed so that with one more year college work, including both professional courses and student teaching, they may become qualified. Perhaps a combination of summer and winter courses may be developed for this purpose.

General or liberal arts college graduates should not be permitted in the classroom as teachers without professional courses and competent supervision. But they should not be barred from becoming fully qualified teachers if they are willing to spend the extra time necessary to accomplish this.

UNIVERSITY OF THE PHILIPPINES

The University of the Philippines, on its main campus at Quezon City, operates its College of Education, which is the only publicly supported college offering teacher education for the preparation of general secondary school teachers. It also offers a variety of programs leading to the master's degree and the only program in the country leading to the degrees of Ph.D. and Ed.D. in education.

Many of the leaders in public education today are graduates of U.P., whose College of Education is widely respected for the quality of its work. Its most recent venture is a newly designed program requiring five years, rather than the customary four, for the bachelor's degree. Those responsible for the program feel that it will take a full five years to cover the desired courses in both general education and professional education. This is a development which will be interesting to follow. While the trend toward a five-year program of teacher education is one which is being promoted in various places, this is almost the only case where five years is required for the bachelor's degree. Time alone will tell whether prospective teachers will be willing to spend five years in pursuit of a degree which can be obtained in other recognized institutions in four years.

The College of Education is also sponsoring a new type of master's degree, the Master of Arts in Teaching, which should have some very desirable outcomes. It will contain a combination of professional and general education courses designed with the sole purpose of making more effective classroom teachers. The College hopes that this Master's program will be of interest to many teachers on the college level, as well as the secondary level.

For those interested chiefly in educational administration and supervision, the College offers a program leading to the Master of Education degree, and for those interested primarily in educational research, the Master of Arts degree. The University and the College of Education are to be commended for their leadership in offering the variety of master's degrees designed for different interests and careers.

The Survey Team would hope that the College of Education would further exercise its educational leadership by establishing cooperative working relationships with the few other public colleges that are now offering or proposing to offer the master's degree. Duplication of effort and programs might be avoided and various graduate programs strengthened by some form of organized cooperation. The University is the logical entity to promote such a move.

At Los Baños is located the University College of Agriculture, which has a Department of Agricultural Education for the preparation of teachers of agriculture — primarily for the secondary and vocational agriculture schools, although a few graduates are teaching in elementary schools.

Like the College of Education, the Department of Agricultural Education at Los Baños has a fine record of preparing teachers who later became leaders in their field. The Department has already joined in the cooperative planning ventures sponsored by the Bureau of Public Schools and its representatives along with those from CLAC, MAC, Mountain, and Baybay have contributed to the development of the revised program in agricultural education.

Summary of Recommendations

In the preceding chapter on Teaching Personnel and Teacher Education many suggestions and recommendations have been made. For convenience, they are listed below essentially as stated in the original text. In some instances the wording as listed here has been abbreviated. It is assumed that anyone considering the recommendations will want to refer to the original text and the accompanying discussion.

IT IS RECOMMENDED:

Qualifying Examinations

1. that examinations for qualifying teachers be given annually.
2. that the Civil Service authorities delegate to the public schools the authority to test and certify teachers for teaching positions.
3. that consideration be given to supplement qualifying tests with other types of information in determining a teacher's eligibility.
4. that consideration be given to extending the period of a teacher's probationary appointment to two years or more.
5. that the policy of considering a teacher's eligibility as of indefinite length be reviewed.

Appointment Policies

6. that the policies governing teachers' appointment be reviewed in an effort to permit appointments of recent graduates from government normal schools.

7. that Congress make every effort to appropriate the necessary funds to fully implement the WAPCO scale.
8. that not later than 1962 a complete re-study be made of teachers' salaries.

Teachers' Benefits

9. that every effort be made to provide a regularly qualified substitute for teachers who are on extended leave for any reason whatever.

Teacher Education Standards

10. that a four-year teacher education program be the minimum requirement for an appointment to any school teaching position.
11. that necessary steps be taken to require all institutions preparing teachers to practice selective admission standards.
12. that consideration be given to the possibility of permitting students in qualified, private institutions of teacher education to do some teaching in the public schools.

Normal Schools—Administration

13. that the heads of normal schools be given the rank of Superintendent.
14. that administrative and clerical help be provided for each normal school as follows:
    a. a full-time Registrar (who will also serve as Director of Admissions).
    b. a Dean of Students.
    c. a full-time Supervisor of Student Teaching with adequate assistance.
    d. adequate clerical help for all officials.
15. that schools of over 500 enrollment have a Principal of the laboratory school and a person to head up the instructional program.
16. that formulas be developed for providing each school with sufficient administrative personnel, faculty personnel, and clerical personnel.

Normal Schools—Faculty

17. that faculty members be assigned to the normal schools on a ratio of not less than one (1) faculty member for each fifteen (15) students enrolled.
18. that a new and higher salary scale be developed for the members of the normal school faculties.
19. that critic teachers be given a classification such as "Supervising Instructors" so that they will have the same salary level as their fellow faculty workers.
20. that librarians and all other professional employees in the normal schools having a college degree be given a salary equal to that of college instructor.

Normal Schools—Curriculum

21. that Spanish be offered not as a required subject but as an elective along with other modern languages.
22. that the total number of hours required for graduation be reduced.
23. that the number of hours allotted to professional education courses be reviewed and reduced to provide more opportunity for electives and for additional courses in general education.
24. that for physical education, practical arts, music, art and any other subject offered on an activity or laboratory basis two periods be scheduled for each hour of credit.
25. that a careful study be made of the program requirements and facilities for preparing teachers of agriculture, industrial arts, and home economics.
26. that electives be offered in these areas for students who wish to develop a particular competency in one of the areas.
27. that the program in social sciences be reviewed to consider the offerings in history, geography and economics.
28. that the program provide a larger number of free electives for each student.
29. that the normal schools continue for the coming year the same program they have been following, deferring any

revision until suggestions and recommendations made in this report have been considered.

Normal Schools—Professional Laboratory Experiences

30. that supervision of student teaching be considered a regular part of faculty load, the number of students being assigned on a regular formula basis.
31. that each school be provided with at least one vehicle for supervisory visits and with more adequate funds for other types of travel.
32. that each school have regular conferences with cooperating teachers who supervise student teachers and that teachers be provided travel funds for attending such conferences
33. that consideration be given to assigning two student teachers to one public school classroom.

Normal Schools—Instruction

34. that consideration be given to using basic texts in a larger number of classes.
35. that a thorough study be made by each school and in all schools to try to arrive at a more realistic appraisal of student achievements.

Normal Schools—Library

36. that librarians be permitted to use their discretion in purchasing books and not be held to a particular list.
37. that librarians be freed of the obligation to pay for the books that are lost.
38. that libraries be operated on an "open shelf basis."
39. that magazines be displayed attractively and effectively in the library reading room.
40. that immediate consideration be given to combining the curriculum library with the general library.
41. that librarians be freed from any teaching responsibilities and that adequate clerical assistance be provided.
42. that the regular operating budget include annually a sum for library purchases.

Normal Schools—Students and Student Personnel Services

43. that consideration be given to providing dormitories for students who come from a distance.
44. that more adequate provisions be made for health and medical facilities and health and medical services.
45. that schools give consideration to inaugurating a student loan fund.

Normal Schools—Physical Facilities

46. that provision be made in the budget annually for maintenance personnel and maintenance funds.
47. that each school develop a program of expansion and development for the next decade.

Normal Schools—Budget and Financial Support

48. that more adequate financial support be provided for the normal schools.
49. that a higher percentage of the budget be given to supporting services such as supplies, equipment, maintenance, and professional travel.

Normal Schools—Placement and Success of Graduates

50. that each school develop a plan for keeping a complete record of each graduate.
51. that each school have an advisory board composed of school officials in the region served by the particular school.

Normal Schools—In-Service Program

52. that each normal school seek further ways of rendering services to public schools in the adjacent geographical area.
53. that to the extent possible, professional personnel on the normal school faculty have time provided in their weekly schedule for rendering service to the school system.

Normal Schools—Future Development

54. that immediate consideration be given to operating a normal school at Baguio using the facilities of the Teacher Camp.

55. that a careful study be made to indicate where other normal schools might profitably be located and that steps be taken to house such additional schools authorized and financed.

Normal Schools—Teacher of Work Education—Home Economics, Agriculture, Industrial Arts

56. that a special program be constructed to prepare teachers to handle work education in the fifth and sixth grades and that the program include both agriculture and industrial arts.
57. that the present teacher training program in the trade schools be designed for the preparation of teachers in industrial arts and vocational subjects solely for the secondary schools and the trade schools.
58. that every school and college offering agriculture teacher education be equipped with a good industrial arts shop and home making facilities and that courses in industrial arts and home economics be added to the program designed to prepare teachers for work education in the fifth and sixth grades.
59. that the programs of home making, practical arts and agriculture in the normal schools be expanded and made elective for students who wish to prepare to teach work education in the intermediate grades.
60. that for the present, the schools of arts and trades prepare through a special industrial arts program teachers who can handle work education in the fifth and sixth grades until such time as the normal schools and the agricultural schools shall have developed a program including both agriculture and industrial arts—but that eventually the arts and trade schools cease to give courses in preparation for elementary teaching.
61. that a program of cooperating and coordinating teachers be further developed and strengthened wherever a normal school and an arts and trade school or an agricultural school are located in the same community.

62. that there be installed in every trade school preparing teachers, and in every normal school, a comprehensive general shop organized and taught as a typical good shop in a public school.
63. that there be developed in the trade schools and normal schools and the agricultural schools preparing teachers a more functional general arts program.

Vocational Teacher Preparation Institutions

NOTE: Many of the previous recommendations, applying to the normal schools (14, 16, 17, 18, 20, 21, 22, 30, 32, 33, 35, 36, 37, 38, 39, 40, 41, 42, 43, 46, 47, 50) would apply equally to the vocational teacher preparation institutions. In addition, the following recommendations are made:

64. that the graduation requirements in both agricultural and industrial arts schools and trade schools be reduced to not more than 140 semester hours, exclusive of whatever Spanish may be required.
65. that the English program be strengthened, upgraded, and possibly extended and that the following two procedures be made a matter of policy:
    a. a careful analysis be made of each entering student's proficiency with remedial work prescribed as needed.
    b. a second check be made later in the student's college career, with students withheld from student teaching or graduation until they can demonstrate acceptable proficiency in English.

Vocational Teacher Preparation Institutions

66. that the requirements for graduation in the schools of arts and trades be made more flexible, giving students in the BSIE program more opportunity for specialization and those in the BSIA program more opportunity for breadth.
67. that provisions be made to give students, particularly in the BSIA courses, more experiences in the using of hand

tools, with appropriate accompanying information on materials, processes and work opportunities.

68. that the discrepancy in the amount of professional courses in the agriculture teacher education program as compared with the program in the arts and trade schools be analyzed.
69. that each school arrange the program of studies so that the period of time that the student spends in student teaching is devoted full-time to that responsibility, with the exception of weekly seminars held to discuss problems and progress.
70. that the regional conferences held annually for all cooperating teachers in the field of agriculture be continued and that the arts and trade schools utilize the same procedure.
71. that all the arts and trade schools develop standards for selecting cooperating schools and cooperating teachers similar to those used by the agricultural schools and some of the trade schools.
72. that the three government-supported schools of arts and trades preparing teachers develop specific plans for holding periodic conferences to discuss problems, programs, and progress in teacher education in their field.

CHAPTER VII

Organization and Administration of the Public Schools

Introduction

Both in terms of money spent and the number of people involved, public education is the biggest government undertaking in the Philippines. It is doubtless the most important national service, because the hopes, aspirations, and future levels of achievement of the country are being molded within the walls of the schoolrooms in the barrios, towns, and cities of the Republic. The fact that Filipinos recognize the importance of public education is indicated by the relative amount of national funds spent on education. Reports of the Auditor General show that in 1957-58 more than 25 per cent of the National Government's expenditures were for education. No other service claimed that much of the national treasury. Furthermore, in 1958, the people of the country provided, through voluntary contributions, a total of ₱5,754,173, according to reports from the Research and Evaluation Division of the Bureau of Public Schools. These and other indications of Filipino dedication to education are most encouraging and augur well for the young republic.

General Organization and Administration

The system of public education was introduced as a part of American policy and was actually begun by the armed forces of the United States even before the civil government superseded the military regime on July 4, 1901. Establishment by the military, plus the fact that there were no well-established units of local government throughout the archipelago capable of managing educational affairs, led toward centralization of control and authority. As a consequence the school system of the Philippines is today much more centralized than is true in the United States, where conditions of development were different.

Perhaps the most significant aspect of centralized school control in the Philippines is the fact that education is a part of the National Government, represented in the President's Cabinet by the Secretary of Education, who is the chief administrative officer for the public schools. This condition, coupled with the fact that the National Government supplies an overwhelming percentage of the funds for educational support, has logically resulted in educational control being centered in Manila. This high degree of centralization in education has been cited as undesirable by many students of public education organization and administration. There are many reasons for seeking greater local participation in policy determination and school operation; but it must be remembered that centralization was a natural outgrowth of forces bearing upon educational development in the country. The system has been highly successful in evolving an educational program which is highly satisfactory in relation to available resources and other controlling conditions. The fact that public education in the country has probably advanced farther than in any country with similar conditions is a tribute both to the men who organized and operated the public school system and to the people who have supported the enterprise. In a democracy the people should have a direct voice in public affairs and more particularly so in the education of their children. Systems of organization and control must change with conditions and there is no reason why present patterns of centralized control cannot be altered to suit new situations in local government maturity and responsibility.

The provision of public education as a function of the National Government seems indigenous to Philippine culture. In 1925 the Monroe Survey Commission commented on this matter as follows:

This scheme has been determined by the influence of two widely different theories of general government and educational administration. The system has developed among a people habituated to a highly centralized government — a heritage of years of Spanish rule. The system moreover started in the first year of the American occupation and its civil organization was a fairly rapid growth of the first school organization established by the American military personnel. These conditions, coupled with the lack of local governments capable of controlling the schools and with a lack of social experience on the part of the Filipino people which would have made local control feasible, resulted in the development of a highly centralized administration.[1]

The facts are that when the Philippines began their meteoric rise toward an adequate educational system, centralized promotion of popular schooling was the only open path before them. This has largely remained true to the present time, and there will likely be many conditions for a long time in the future giving weight to provision for more educational control at the national level than is found in some other countries.

The past and present attainments of public education show remarkably effective management. Through a long period of colonial status, an interlude of commonwealth existence, years of torturous and destructive enemy occupation and military liberation, and more than a decade of struggling rise as a new republic, the schools of the Philippines have not only survived but progressed as well. Dr. Benigno Aldana quotes a pertinent comment from the *Philippines Herald* as follows:

> It has been a pleasure to observe that critics of our public school system, specially those from abroad, have no cause to withhold judgment on the crucial aspect of our public education. The success of the present system has been universally conceded, and one factor of that success has been remarkable efficiency with which our schools have been administered.[2]

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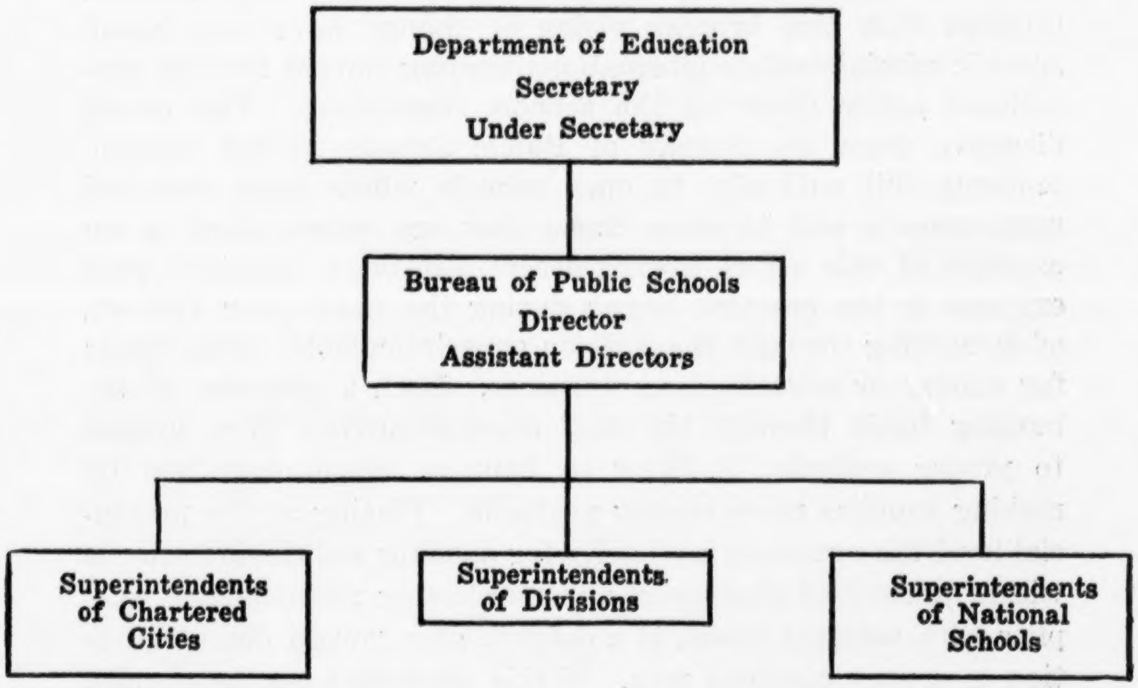
[1] Monroe *et. al., A Survey of the Educational System in the Philippine Islands* (Manila: Bureau of Printing, 1925, p. 521-22).

[2] Benigno Aldana, *The Philippine Public Schools: Their Administration and Financing* (Manila: M. M. Castro Publishing Company, 1956).

BASIC ORGANIZATION OF PUBLIC
EDUCATION IN THE PHILIPPINES


Department of Education
Secretary
Under Secretary
Bureau of Public Schools
Director
Assistant Directors
Superintendents of Chartered Cities
Superintendents of Divisions
Superintendents of National Schools

Educational organization and administration in the Philippines has been effectively promoting progress during its span of six decades and shows every sign of continuing to do so during the foreseeable future. There is abundant evidence that those who manage the present centralized system of educational control have had in the past, and now retain, the vision needed to change with varying conditions. School administrative history shows many attempts to place responsibility and authority where operation demanded that it be. This was done through delegation in a positive, sincere manner and never in benevolent condescension. Top officials' advocacy of such measures as the Board of National Education (and even earlier the National Council of Education and the National Commission on Education, Scientific and Cultural Matters), proposals for a minimum foundation program of educational support, and the creation of local advisory boards of education is adequate evidence that educational leaders understand the need for organizational change to harmonize with and capitalize upon the accelerating maturity of cultural vision and civic responsibility. Coupled with this broader vision of change have been many specific administrative alternations tending toward moving educational policy closer to the schools themselves. The recent directive from the Bureau of Public Schools giving superintendents full authority to open schools which meet standard requirements and to close those that are substandard is an example of this effort toward decentralization.[3] Another good example is the practice, begun during the fiscal year 1959-60, of disbursing through the division superintendents office funds for sundry or miscellaneous purposes. Such a program of disbursing funds through the local administrative office, subject to proper controls, is likely to improve school operation by making supplies more readily available. Placing at the provincial level the necessary authority for opening and closing schools within prescribed standards, and purchasing miscellaneous supplies with national funds, is a definite step toward decentralization in a very practical way. If this procedure can be coupled with a minimum program of educational support requiring local tax funds, it will pave the way for further local participation in, and lay control over, basic decisions affecting the education of the nation's youth.

THE ROLE OF ADMINISTRATION

The full concern of educational administration is very broad indeed. Administration has wide responsibility for implementing basic educational decisions and policies into practical, effective educational programs for boys and girls. In addition, administration has the responsibility for collecting, organizing, interpreting, and making available the essential data necessary for wise policy formulation, program evaluation, and direction determination.

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[3] Bureau of Public Schools, "General Letter No. 71" (s. 1959 dated May 19, 1959).

Administration is in the fullest sense of the word a service organization. It serves the broad policy-making body in an executive capacity. It serves as the agency for auxiliary, interpretive, and/or operational policy decisions. It provides prudential concentration and use of designated resources, and supplies professional guidance and direction of the entire educational enterprise. Administration must arrange to bring together in the most favorable circumstances possible, competent teachers, educative materials and equipment, and children for effective teaching-learning activities. Evaluation and appraisal must be provided along with leadership and stimulation for constant educational improvement. Proper accounting for expenditures, adequate safeguards for public investment in property and equipment, and description of procedural patterns in relation to announced aims and objectives of education are essential responsibilities. In summary, all the things necessary between the broad policy for a designated area and the actual teaching process is of immediate concern to school administration.

It is recognized that many factors, both permanent and of a passing nature, influence school administration and organization, and those charged with responsibilities of decision and planning must be constantly aware of them. Good organization and administration, like other things of significant importance, cannot be decided "once and for all." Social, political, and economic dynamics constantly play upon the educational structure, and policy must take cognizance of them.

In making an appraisal of the organizational and administrative patterns of the Philippine public school system, it is noted that many have influenced organization and administration, both in the past and at the present time. It is evident that they will continue to affect school affairs in the future.

Designed as they are to serve all the children of all the people, the schools are organized to operate in cities, towns, municipalities, and barrios throughout the land. Administrative units are established in all of the 54 provinces, in ten of the chartered cities with separate school systems, and in 45 national schools which are designed for special educational services. Professional personnel totaled 109,084 for the school year 1957-58, and the number is increasing because of the rapid expansion in school-age population and because of intensified efforts to get all eligible children into school. Many other persons are involved in supporting services, notably in clerical work and accounting.

The scope of public education is comprehensive and complete. It embraces all aspects of modern education from the earliest childhood to top graduate schools in liberal, technical, and professional fields. However, because of limited financial, resources during periods of depression, war, and the early years of development as a republic, concentration of effort has been on the primary grades of the elementary school. Grades V and VI are supported by the National Government, except in chartered cities. The general high schools are administered and financed by the provincial government. The University of the Philippines, a system of public normal schools, and national vocational schools complete the educational system to serve the needs of a great people. It is recognized that much expansion is needed, particularly in elementary schools and general high schools, and administration should continue to press for this needed expansion.

Education in the Philippines is a direct responsibility of the National Government and as such operates very much like other governmental agencies. The Secretary of Education in the President's Cabinet is the chief educational officer. Teachers and other school employees are classified and protected by the civil service system, and Congress directly controls the school budget through detailed appropriations and position approval. These influences, together with those of other National Government agencies, such as the Civil Service Commission, Auditor General, Bureau of Public Works, and Army Engineers, have a pronounced bearing upon school organization and control. Organization and administration show these influences in such important matters as establishment of the General Office in Manila, appointment of teachers with the approval of civil service authorities, and constant scrutiny of educational expenditures at all levels by representatives of the Auditor General. Local control has had little role in public education primarily because of these influences from the central government. It will experience difficulty in developing, since the general structure is such that designated officials, close to the executive branch of the National Government, have high responsibility for educational policy and administrative action.

Geography and sociology have played important roles in educational development and will doubtless continue to do so. The Philippine Republic (being composed of more than 7,000 islands, several hundreds of which are populated, with the majority of the population spread over 11 separate land masses) confronts problems not faced by countries having concentrated land and population boundaries. The influences of geography are many; perhaps the chief one is that of varying dialects and corresponding variations in mores. Administration and organization of education in this setting has done an outstanding job of providing national understanding and unity and bears definite marks of its influence. Adaptations such as provision for the use of native languages, assignment of local residents as teachers, and designation of school administrative units show the influence of geographical and sociological factors.

The public schools in the Philippines are fiscally dependent upon the National Government, since local revenues are limited primarily to chartered cities. Since congressional appropriations with detailed approval of positions and expenditures provide major operating expenditures, financial stability may theoretically be questioned. This is true, in fact, at least to a degree, in that the release of funds is an additional hurdle to be overcome after appropriations are approved. And yet the schools have continuously received enough funds to maintain at least existing services. In such areas as additional classes, badly needed textbooks and teaching materials, necessary equipment, more adequate salaries, additional school services, and construction of school buildings, the matter of appropriation and release of funds shows much to be desired. The enactment of a foundation program of educational finance, requiring local contributions toward school support, would improve the fiscal position of the public schools and make possible improvements in organization and administration. This is likely to be done when the people and congressional leaders alike understand the desirability of such proposals. Educational administrators and their professional associates have seen the wisdom of a foundation program and have provided dedicated leadership to movements seeking its authorization. Local participation in educational control, and hence changes in organization and administration, is likely to increase with local financial contribution.

The general economic level of the Philippines has materially influenced education in the country. Being primarily an agricultural economy with much of the farming operations geared to a subsistence or self-sufficient system, the income of the people and hence their ability to support public education has been and still is limited. Foreign occupation and military destruction have added to financial troubles, but improvement has been made and the schools are receiving more support. Statistics compiled from sources of the National Economic Council show the per capita income for 1957-58 as ₱399. When corrected for inflation, this figure shows a gain of more than 50 per cent during the decade, 1947-48 to 1957-58; the corrected or constant-value peso amount being ₱79 in 1947-48 and ₱122 in 1957-58, but that for the same year taxes amounted to less than 8 per cent of the national income and expenditures for public education constituted 2.64 per cent of the national income. These data indicate that the Philippines is not making a strenuous effort for adequate educational support and that additional finances can and should be made available for investment in educational services. As financial resources become more adequate for efficient instruction, the returns on the nation's educational investment will correspondingly increase.

Technology is, of course, being felt in Philippine education. Such devices as projectors and visual aids, modern shop equipment, and new business machines are found in an increasing number of schools. Machine accounting in the General Office, along with modern methods of printing or duplication of typed materials have influenced certain services. Improved travel and communication are also being felt, in connection with accompanying or related changes, as shown by the following quotation:

> It is interesting to trace the development of this position. In the early days of the public school system, American personnel were assigned in central schools. They taught Filipino teachers at week ends. As the number of schools grew, it was found necessary to coordinate the work in the central school and in the barrio schools. To do this, the American teacher left the administration of the central school to the most capable Filipino teacher, who became the principal, and attended to the supervision of all schools in the district with the designation of supervising teacher which was later changed to district supervisor.
>
> The idea has been advanced in some quarters that the positions of district supervisors are no longer needed in view of the professional training of teachers and of the improvement in transportation facilities.[4]

Air travel, air mail service, telegraphic communications, expanding telephone connections, and the increased used of automobiles is likely to continue to change for the better many organizational and administrative patterns of public education.

Trained personnel, as indicated in the previous quotation from the present Director of Public Schools, is a factor in providing necessary administrative services. Even though there are some reservations about the quality of the publicized oversupply of teachers, it is evident that trained teachers and other personnel are the rule rather than the exception throughout the public school system. This has had, and will no doubt continue to have, beneficial effects on education, not only in organization and administration but in the total school enterprise.

Aims and objectives of public education have changed and with those changes have come alterations in organization and administration in Philippine education. The Board of National

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[4] Benigno Aldana, *op. cit.* pp. 48-49.

Education provided for significant changes in elementary schools and general high schools, beginning in the school year 1957-58. These changes were made "with a view to implementing the mandate of Republic Act No. 1124 toward the establishment of an integrated, nationalistic and democracy-inspired educational system — in conformity with the philosophy and mandate of the Constitution."[5] Other changes of a similar nature have altered organization and administration in the past and others are likely to produce changes in the future. Desirable progress can come no other way.

The size of the educational system in the Philippines has had considerable bearing upon organization and administration and is at present impinging upon policy consideration. Perhaps the most apparent example of this is the current need for additional assistant superintendents. Up to the present time, positions of assistant superintendent of schools have been dependent upon authorization of and support by local units of government. There is a growing realization that this position must become an integral part of the basic school program. Public recognition of this need has been expressed by school leaders.[6]

Past practice has affected administration and organization of the public schools and will, and should, continue to do so. Changes will have to be made from time to time to effect improvement, but careful analysis should precede such changes. Perhaps a quotation from Director Aldana best illustrates the weight of past practices in the Bureau of Public Schools:

> The field organization of the Bureau of Public Schools, like its practices and procedures, has been the product of fifty years of diligent efforts. During this period, changes necessarily have had to be made to keep up with existing needs and conditions. This is inevitable because policy or practice should not be allowed to petrify into a crust when a change for the better is deemed necessary. But in effectuating changes or modifications, the utmost care has to be taken. Those of us

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[5] Department of Education, *The Revised Philippine Education Program*, Department Order No. 1, s. 1957 (Manila: February, 1958. p. 2).

[6] Benigno Aldana, *op. cit.*, pp. 43-44.

who have watched the Bureau grow into what it is now, are quite reluctant to see basic changes made in haste.[7]

So long as past practice serves as stabilizing influence, calling for ample justification of proposed change, and not playing the role of unyielding defender of the status quo regardless of contrary evidence, it is a legitimate factor in shaping educational organization and administration.

The Board of National Education

The act of establishing the Board of National Education in 1954 is one of the most significant and forward-looking events in the history of Philippine Education. Forerunners of the Board, particularly the National Council of Education dating back to 1936, had indicated a growing realization of the need for broad participation in educational planning and policy determination. In membership the Board of National Education draws a considerable cross-section of representatives from various governmental agencies, professional educators, and laymen with broad experience and divergent specialization.

With a system of public education cultivating the talents of the nation's children, molding ideals of future affecting almost every family in the Philippines, investing more than one-fourth of the government's expenditures, and blazing the path of a new republic, the people through their representatives were wise enough to see that the time had come for enrolling the best brains available to serve in a representative body entrusted with the responsibility for formulation of educational objectives and policies. Leaders correctly foresaw the necessity for leaving to the Department and Bureau officials administration of policies formulated to achieve educational objectives and emphasis should be given to the continuation, or even extension, of this provision. Policy-forming bodies cannot administer efficiently.

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[7] *Ibid.*, p. 52.

LEGAL PROVISIONS FOR THE BOARD OF NATIONAL EDUCATION

The legal provisions for the Board of National Education are contained in Republic Act No. 1124, approved June 16, 1954, which created the body. The reasons for creating The Board were summarized in the explanatory note appended to the bill as follows:

> . . . Education having grown to a massive national enterprise, the determination of its policies and principles should be effected through the active participation of the people. The policy of centralization of the past strikes a contrast to the democratic way by which popular institutions are made to grow and then preserved by giving the various elements of the nation a voice in the formulation of educational policies which are to be followed by the educational institutions — the nurseries of democratic traditions and practices.[8]

The bill of authorization delegates to the Board specific powers and functions:

> Sec. 4. The Board shall have the following powers and functions:
>
> (a) To formulate the objectives and basic policies of education for children and adults in conformity with the philosophy and mandates of the Constitution.
>
> (b) To coordinate the objectives, functions and activities of different types and kinds of educational institutions in the Philippines.
>
> (c) To set general goals of accomplishment for the entire Philippine school system, the attainment of which shall be the objective of the policies and functions of all educational institutions in the country.[9]

Section 5 of the creating act provides that "It shall be the exclusive agency of the Government for the implementation of educational policies and the direction of the educational interests of the nation, subject only to the constitutional authority of the President of the Republic over executive departments, bureaus and offices."[10] This gives to the board broad powers in formulating aims and objectives of education and in determining directions toward the achievement of established goals. Further description of the powers and duties of the Board of National Education is given in Section 1 of Republic Act No. 1124 which established the Board:

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[8] Board of National Education, *General Education Policies* (Manila: Phoenix Press, Inc., 1958. p. 1).

[9] *Ibid.*, p. 505.

Section 1. There is hereby created a Board of National Education which shall formulate, implement and enforce general educational objectives and policies, coordinate the offerings, activities and functions of all educational institutions in the country with a view to accomplishing an integrated, nationalistic and democracy-inspired educational system in the Philippines.[11]

To perform the duties and functions delegated to the Board of National Education the creating act provided for a membership of 15 members as follows:

(a) The Secretary of Education

(b) The Chairman of the Committee on Education in the House of Representatives

(c) The Chairman of the Committee on Education in the Senate

(d) The Director of Public Schools

(e) The Director of Private Schools

(f) The President of the University of the Philippines

(g) The Chairman of the United Nations Educational, Scientific, and Cultural Organization's National Commission of the Philippines

(h) Eight (8) other members who shall be appointed by the President of the Philippines, with the consent of the Commission on Appointments, one from each of the following groups or organizations:

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[10] *Loc. cit.*

[11] *Ibid.*, p. 504.

1. Labor
2. Industry or Management
3. Agriculture
4. National Catholic Educational Association
5. Mohammedan or other cultural minority
6. Philippine Association of Christian Schools
7. Philippine Association of Colleges and Universities
8. Teaching Profession

The appointive members of the board serve for a term of four years. First appointments were staggered so that the terms of two members expire each year. All members serve in an honorary capacity and receive only travelling expenses to and from the board meetings they actually attend. The Secretary of Education is Chairman of the Board, or in his absence the Undersecretary of Education acts as Chairman and has the following duties prescribed by the authorizing act:

(a) To call meetings of the Board and preside over them.

(b) To execute or implement decisions of the Board and to see to it that the educational policies approved by the Board are duly complied with and followed by all schools.

(c) To perform all duties heretofore prescribed by law for the highest education officials of the land that are not inconsistent with this Act.

(d) To perform such other duties as may be assigned by the Board.

The Board has the power to appoint its secretary and to request on detail to its office any personnel it may need from the Department of Education or any bureau or office under its control.

The accomplishments of the Board stand as firm testimony to the fact that the Board has made outstanding contributions to public education in the Philippines. It will doubtless continue to do so. The time may come when the membership or responsibilities of the Board should be changed; however, time sufficient for a thorough testing of the Board's effectiveness should be allowed before attempting to change its composition or activities.

The Department of Education

The Department of Education is the designated agency for general control of education in the Philippines. An agency of the general National Government, it is represented in the President's cabinet by a Secretary of Education. The Department is not only responsible for public education but is also the agency charged with regulation and control of private schools as authorized by Article XIV, Section 5, of the Constitution as follows: "All educational institutions shall be under the supervision of and subject to regulation by the state." The Department, through its subordinate divisions and bureaus, provides leadership and direction of educational matters throughout the nation.

LEGAL PROVISIONS FOR THE DEPARTMENT

The legal basis for the Department of Education dates back to the early days of American occupation. An act of the Philippine Commission in 1901 authorized a Department of Public Instruction with its chief administrative officer, the General Superintendent of Public Instruction. The General Superintendent was appointed by the Governor General, subject to the approval of the Philippine Commission. In 1902 the Commission amended its earlier act and provided for a Bureau of Education, under the Department of Public Instruction, to have control over the public schools and headed by the General Superintendent of Schools. A member of the Philippine Commission was made Secretary of the Department of Public Instruction. In 1916 legislation placed the Department of Public Instruction under the Vice-Governor General. This was changed upon the establishment of the Commonwealth when the Department was under the Vice-President, who served concurrently as Secretary of the Department of Public Instruction.

Upon the establishment of the Republic in 1946 and the subsequent reorganization of the National Government in 1947, the Department of Public Instruction was changed to the Department of Education on the theory that the new name more adequately described the duties and responsibilities of the office; that *instruction* was a narrow and technical part of the broader term *education*, including all aspects of information and knowledge. Under the reorganization provisions, the Department is an executive department under the office of the President of the Philippines.

That *Revised Administrative Code* delegates to the Department of Education supervision and control over public schools, private schools, textbooks, public libraries, promotion of the national language, and the work of the National Historical Committee. To discharge these responsibilities the Department maintains and operates the following divisions and bureaus:

(1) A Division of Administration for administrative affairs in the Department.

(2) The Bureau of Public Schools to manage affairs relating to public education.

(3) The Bureau of Private Schools responsible for mandated government control and supervision of private schools.

(4) The Bureau of Public Libraries.

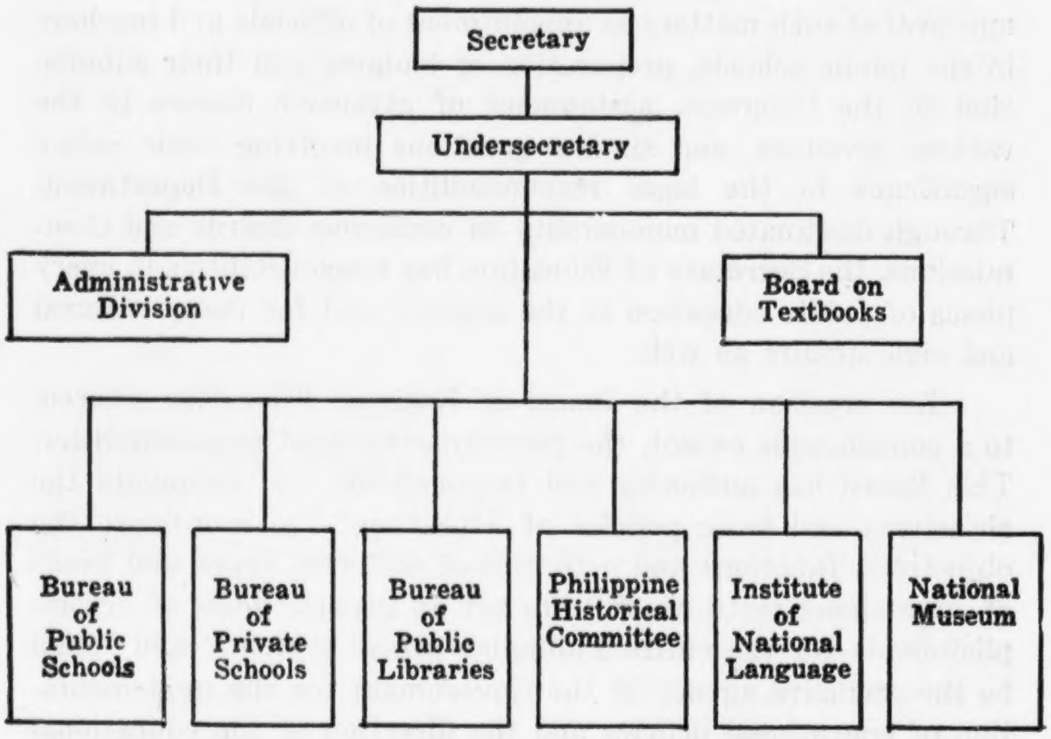
(5) The Institute of National Language.

(6) The Philippine Historical Committee.

(7) The National Museum.

The Department of Education also contains the professional and technical staff of the Board of National Education. This staff is composed of both appointive members by the Board and employees from bureaus or offices under the Board on detail to the Board for special services. The basic organization of the Department of Education is shown in the following chart.

BASIC ORGANIZATION OF THE DEPARTMENT OF EDUCATION


Secretary
Undersecretary
Administrative Division
Board on Textbooks
Bureau of Public Schools
Bureau of Private Schools
Bureau of Public Libraries
Philippine Historical Committee
Institute of National Language
National Museum

The Secretary of Education and the Undersecretary of Education are appointed by the President with the consent and approval of the Commission on Appointments of the Congress. Experience has shown that frequent changes occur in the office of Secretary of Education, due no doubt, to the fact that the position is the President's Cabinet and thereby subject to changing political conditions. This places the top educational position directly in the stream of directives coming from the people in elections and is in harmony with the overall placement of education in the Executive Branch of the National Government.

POWERS AND DUTIES OF THE DEPARTMENT

The Department of Education has the responsibility for administration and supervision of the public schools and also general regulatory powers over private schools.

In practice the Secretary has delegated to the various divisions and bureaus authority and responsibility for the general discharge of the Department responsibilities. He retains final approval of such matters as appointment of officials and teachers in the public schools, preparation of budgets and their submission to the Congress, assignment of extension classes to the various divisions, and similar questions involving basic policy significant to the legal responsibilities of the Department. Through designated membership on numerous Boards and Commissions, the Secretary of Education has responsibilities in every phase of public education in the country and for many cultural and civic affairs as well.

The creation of the Board of National Education altered, to a considerable extent, the Department's legal responsibilities. This Board has authority and responsibility "to formulate the objectives and basic policies of education," "to coordinate the objectives, functions and activities of different types and kinds of educational institutions," "to set up general goals of accomplishments for the entire Philippine school system," and "shall be the exclusive agency of the Government for the implementation of educational policies and the direction of the educational interests of the nation." The Secretary is a member and Chairman, of the Board and acts as the executive officer of the Board in implementing its decisions. He is also subject to assignment of special duties by the Board as it sees fit.

Other National Agencies With Educational Responsibilities

Like most other nations, the Republic of the Philippines has a number of public agencies outside the organized Department of Education which exercise certain functions or services of an educational or quasi-educational nature. This is unavoidable in a complex civilization where general culture and welfare are too involved for simple, clear-cut delineation. Furthermore, certain functions of or relating to education can best be performed by agencies other than the Department of Education and, by making use of such services, duplication of effort can be eliminated or reduced to a workable minimum. This condition should be subject to periodic evaluation, of course, to keep within the bounds of efficiency in the total enterprise of government and organized educational services.

THE CIVIL SERVICE BUREAU

The Civil Service Commission greatly affects public school control through examination and certification of eligibility of teachers and other school employees. It exerts disciplinary measure against employees (including dismissal) and expedites certain matters relating to school personnel. Details of Civil Service Commission regulations for school employees are treated in the section on Teaching Personnel (Chapter VI), but its operation has tremendous import for school administration. A very important limitation lies in the fact that existing regulations permit superintendents to do little more than warn employees against inefficient or undesirable performance.

One of the biggest problems connected with civil service controls is the tremendous lag in establishing lists of eligibles for appointment and in attestation of employment. The last examination for teachers was given in 1956 and the grading of test results has not to date been completed. This has resulted in a situation where more than one-third of the nation's teachers are at the present time without civil service eligibility. The Bureau of Public Schools has done its best to cope with this trying condition through a system of examinations of its own for teacher applicants on the theory that such examination will aid in picking capable candidates who are not only more desirable as teachers but who are also more likely to pass civil service examinations, and hence become eligible for permanent status, when they have an opportunity to take official examinations administered by the Civil Service Bureau. This problem of lag in civil service classification is very serious, and the Bureau of Public Schools and the Department of Education should vigorously continue to push their proper insistence that whatever is necessary to bring classifications up-to-date be accomplished at the earliest possible time.

THE GOVERNMENT SERVICE INSURANCE SYSTEM

The Government Service Insurance System (GSIS) provides retirement benefits and insurance to school teachers and other employees of the Bureau of Public Schools. The item of Fixed Charges in the public school budget, in an amount of 8 per cent of employees' salaries, covers the cost of these benefits which are of prime importance to educational employees. Retirement benefits are part of employees' compensation, and as remuneration for service increases, annuity benefits rise. Every effort should be made to increase retirement payments in order to elevate the teaching profession to a more efficient level for the children of the country.

THE NATIONAL ECONOMIC COUNCIL

The National Economic Council (NEC) influences education primarily through its control over foreign aid programs, notably in joint effort with the United States. The Council has been instrumental in securing school equipment in appreciable quantities and in the establishment of certain "pilot" school programs for specific purposes. It has also managed cultural and technical exchange programs which have resulted in Filipinos being sent to other countries for special training and in receiving trainees from other lands to benefit from special instruction and projects in the Philippines. This exchange has no doubt contributed greatly to education in the new Republic and will continue to do so in the future. Pending programs will materialize, particularly the project for providing badly needed textbooks in the public schools.

THE WAGE AND POSITION CLASSIFICATION OFFICE

The Wage and Position Classification Office (WAPCO) has a direct bearing on all public educational activities because it has the responsibility to classify teacher and other school employees for salary scales under the "equal pay for work" concept of government work. School superintendents, through response to a questionnaire, have indicated that WAPCO has been of material help in raising teachers' salaries but that it has created some problems. The difficulty most often mentioned is that of properly recognizing merit, insofar as pay is concerned, within a system which must attempt to equate positions varying so much as those found in the government service. It can readily be seen that if and when WAPCO scales for teachers have been implemented, the remuneration of teachers will be far above the present inadequate salary payments. Without detracting from the good influence exerted by WAPCO over teachers' salary increases, it is believed that professional services involving the creative aspects of efficient instruction are extremely difficult, if not impossible, to equate with other types of service generally found in the government bureaus.

THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC, AND CULTURAL ORGANIZATIONS' NATIONAL COMMISSION OF THE PHILIPPINES

The Unesco National Commission of the Philippines exists as a part of the movement among member nations of the United Nations to increase the benefits of educational, scientific, and cultural pursuits for all the peoples in member states. This cooperative effort has done much to spread knowledge, exchange ideas and technical know-how, and in general promote expansion and efficiency of institutions and programs in education, both scientific and cultural, throughout the world. The Commission advises on educational matters, provides information about developments in other member nations, and serves as a clearing house for many considerations important to educational development at home and abroad.

THE OFFICE OF VOCATIONAL REHABILITATION OF THE HANDICAPPED

The Office of Vocational Rehabilitation of the Handicapped is related to public education primarily through its program of training for physically handicapped youth and adults who cannot avail themselves of educational opportunities in the regular school system and who are dependent upon society for support unless and until they are specially trained to make economic use of special skills. The specialized training given by this agency should remain there, because it cannot fit well into the regular educational program.

The Bureau of Public Schools

The Bureau of Public Schools, under the Department of Education, is the agency directly and immediately responsible for the organization and administration of public education in the Philippines. The Bureau dates back to the beginnings of the American occupation and the embryonic stages of mass education. It really had its beginning with the first educational act of the Philippine Commission relating to the organization of the new school system in the islands. This law, Act No. 74 of the Philippine Commission, passed on January 21, 1901, created the Department of Instruction headed by the General Superintendent of Public Instruction. The phenomenal growth of the new school system soon led administrative officials to the conclusion that a change in organization was desirable. So in 1902 the law was amended to establish a Bureau of Education under the Secretary of Public Instruction.

The new Bureau of Education was headed by an officer first known as General Superintendent of Education. In 1909 the title of the chief administrator in the Bureau was changed to Director of Education. The reorganization of the National Government in 1947 changed titles as follows: The Department of Public Instruction, to the Department of Education; the Secretary of Public Instruction, to the Secretary of Education; the Bureau of Education, to the Bureau of Public Schools; and the Director of Education was given the present title, Director of the Bureau of Public Schools.

ORGANIZATION OF THE BUREAU

The offices of the Bureau of Public Schools are generally referred to as the General Office. The Director of the Bureau is directly responsible to the Secretary of Education. Directly assisting the Director in the organization and administration of the great public school system are two Assistant Directors and an Administrative Officer. Collectively, the Director, the Assistant Directors, and the Administrative Officer are described as "The Directorate" for the good reason that they in reality serve as the board of directors of the public school system. The basic organization of the Bureau is shown in the chart on the following page.

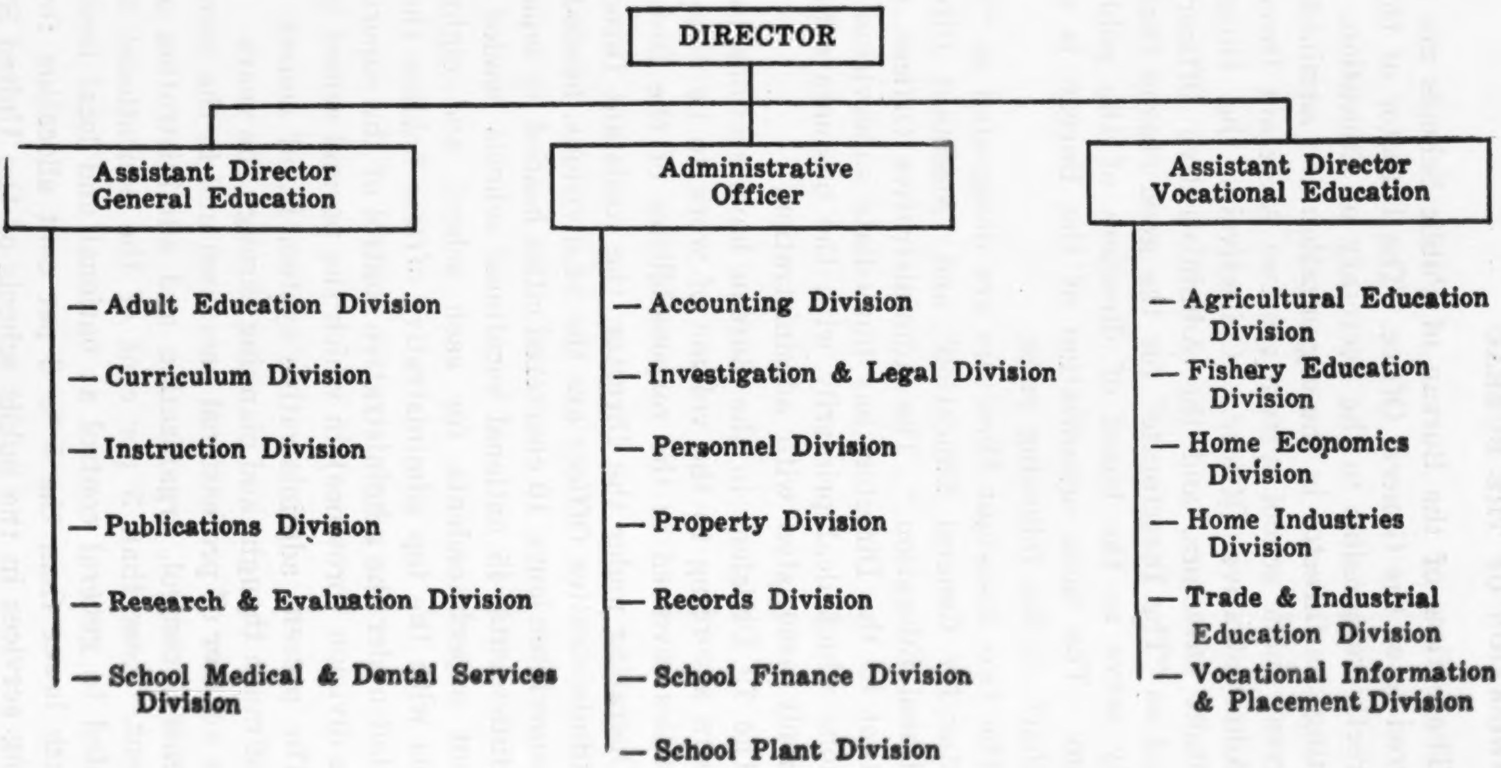
The two Assistant Directors are designated as "Assistant Director for General Education" and "Assistant Director for Vocational Education." The Administrative Officer, the third assistant to the Director, has immediate supervision over the divisions which deal primarily with the business affairs most commonly associated with administration.

The 19 Divisions in the Bureau have sections in varying numbers according to the volume of work to be done and the specialties involved in the responsibilities of the Division.

Operating under the Director, the Assistant Directors and the Administrative Officer are the 54 divisions, headed by division superintendents, 10 chartered cities headed by separate city superintendents, 45 national vocational schools headed by independent superintendents for each school, and eight normal schools with the top administrative officer holding the title of dean but under the administrative control of the superintendent of the division (province) in which the normal school is located.

The present administrative system is, of course, the product of much thought and planning through the years. In terms of the number of professional personnel and in the money spent on general control, organization and administration are quite efficient. Less than 3 per cent of the educational budget is allocated to general control at national and local levels which is much lower than the 5 to 6 per cent allocation for corresponding services in the public schools of the United States.

BASIC ORGANIZATION OF THE BUREAU OF PUBLIC SCHOOLS


DIRECTOR
Assistant Director General Education
Administrative Officer
Assistant Director Vocational Education
— Adult Education Division
— Curriculum Division
— Instruction Division
— Publications Division
— Research & Evaluation Division
— School Medical & Dental Services Division
— Accounting Division
— Investigation & Legal Division
— Personnel Division
— Property Division
— Records Division
— School Finance Division
— School Plant Division
— Agricultural Education Division
— Fishery Education Division
— Home Economics Division
— Home Industries Division
— Trade & Industrial Education Division
— Vocational Information & Placement Division

The greatest challenge to the Bureau of Public Schools is in the general area of providing effective leadership for public education, leaving minutiae to clerical assistants and to local levels of administration. This is made difficult by the central nature of national school system, the lack of training and experience on the part of the local administrators in assuming responsibility for operational policies and procedures, and the desire for employees and people alike to want to "see the top man" about matters involving decisions of any kind. Still further complications result from other governmental agencies exercising considerable control over education. The civil service system is central to all personnel matters, frequently imposing delay and confusion by tardy and repetitive certification of eligibles for appointment and by holding the power of final approval of promotion, transfer, and dismissal.

The general auditing service of the National Government enters into the process of purchasing and fund disbursement. Auditor's representatives are stationed in the national schools and paid out of school funds. In the provinces, the auditing representative in the provincial government checks the treasurers' certification of the availability of funds and all requisitions to see that purchased goods are delivered according to specifications. Under these conditions the General Office assumes responsibility for almost all final decisions regarding operational policy and procedure, thereby inhibiting creative leadership by the Director and his Assistants in the Bureau of Public Schools. There are, of course, reasons for this kind of organization in which other agencies of government weigh heavily upon matters of school control but they should be constantly examined and evaluated so that necessary modifications can be made to "cut red tape" and increase efficiency of school operation which, in the last analysis, is measured by effective teaching and learning in the classrooms of the nation.

POWERS AND DUTIES OF THE BUREAU

The powers and duties of the Bureau of Public Schools are very broad in nature. Subject to the Secretary of Education and his General Office in the Department of Education, the

Bureau of Public Schools exercises general control and supervision over all public elementary and secondary schools, the national vocational schools, the normal schools, and such special services as adult education and home industries. As has been pointed out, statutory provisions give to other governmental agencies considerable control over educational matters, but a great deal of policy determination resides in the Department of Education and hence, by delegation or assignment, in the Bureau of Public Schools. The Director of the Bureau, through his assistants, recommends for appointment all employees of the school system, recommends budgets for local systems (provincial and chartered city divisions and individual national vocational schools), determines curriculum and courses of study within the framework set by the Board of National Education and the Department of Education, prescribes operational and procedural policies, disburses funds for the support of schools including the salary payment to all teachers paid from national funds,[12] purchases and distributes textbooks as approved by the Board on Textbooks and allocates extension class units to the various divisions and cities in the national school system. The Bureau also does much of the clerical work necessary to the operation of the schools, maintains a staff of supervisors to oversee school operation, and in general directs the entire system of education for almost four million students. In reality, the Bureau of Public Schools is the administrative office of the Philippine Public School System.

FIELD OPERATIONS

The "field" is a generic term for the superintendents and their staffs in the divisions, chartered cities, national schools, and normal schools of the nation. More specifically, it refers to all public school operations outside the General Office. The field is the operating organization of the Bureau in translating policies of education into operating classrooms for children throughout the country. Through the field, the Bureau conducts all business and professional matters of school operation. In a very real sense the discretionary powers of the field are delegated or assigned by the Bureau. This is natural in a centralized system of national education.

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[12] Beginning in 1959-60, sundry funds are being sent to Division Superintendents for disbursement.

BUSINESS MANAGEMENT

Business management is primarily concentrated in the Bureau of Public Schools. Under the direction of the Administrative Officer in the Bureau, the Divisions of Personnel, Property, School Plant, Finance, and Accounting handle most of the business matters arising in the course of operating the schools. For the year 1959-60 division superintendents have been given the responsibility of disbursing the sundry funds allocated to each division, which is a step toward decentralization of business affairs and is believed to be worthy of extension as conditions justify or make possible. Records relating to personnel, requisition and purchase of materials and supplies, and inventory of stocks of supplies and equipment, are kept in the offices of field superintendents but are summarized and forwarded to the General Office. If more of the business matters can be transferred to field offices, local responsibility and participation will be increased. This will remain limited in scope, however, until there is local participation to a greater degree in financing education programs.

PURCHASING

Purchasing is largely done through the General Office. This is reduced somewhat by the new system of disbursing sundry funds through division offices as previously pointed out, but the Bureau's Division of Property buys and distributes supplies commonly required in school operation. Items such as blackboards, paper, chalk, and general miscellaneous supplies are acquired and distributed through this arrangement. Competitive bidding is commonly employed to secure favorable prices. Specifications are provided for many items but the definitive descriptions are probably short of desired standards necessary to insure acceptable quality. Total purchases of more than ₱2,000, individual items costing more than ₱100, and books which are bought in sets must be requisitioned and approved through the General Office regardless of whether the direct purchasing is done through the General Office or the division offices under the present plan of disbursing sundry funds.

Purchasing policies and procedures are not only influenced by the centralized organization of the public schools but also by the market conditions in the country. Major sources of supply for many or most items needed by the schools are concentrated in a very few cities, which complicates local purchasing and distribution of supplies. The biggest problem of central purchasing is that of making available in a defensible time span the supplies and equipment needed by the schools in the teaching-learning process, which is the ultimate reason for purchases in the first place. Every possible precaution should be taken to avoid long delays in requisitioning. Procedures which must clear through the General Office should at all times have top priority of both the directorate of the Bureau and of the employees specifically charged with purchasing powers.

FUND ACCOUNTING

Fund accounting in the Bureau of Public Schools, and hence in the entire public school system, is a general responsibility of the Division of Accounting in the General Office. All expenditures from national funds are subject to examination by representatives of the general auditing service of the National Government to determine that funds are used for the purpose for which they were appropriated, that requisitioned goods are delivered, and that certificates of availability of funds are correct. These checks are made by the auditor's representative stationed in the national schools and by representatives in the provinces at the division level. Periodic audits are also made by non-resident auditors.

The Division of Accounting records all national funds disbursed, including money sent to divisions and national schools for disbursement, the payment of teachers' salaries, and other obligations made directly by the General Office. It also accounts for all money passing through or accountable to the Bureau of Public Schools for use in supporting public educational purposes.

Fund accounting is also done at the local level, both in the offices of divisions and chartered city superintendents and in the national schools. Still further accounting is done in the offices of provincial and city treasurers where school funds, notably fees collected from general high school pupils and transfers from provincial or city treasuries, are handled and disbursed. This duplicity of accounting agencies has some justification under general prevailing conditions but leads to considerable difficulty in determining, in summary form, the true financial position of the schools at any given time. If accounting could be reduced to school agencies at the national and local levels, with proper auditing within a legal framework to insure use of funds as authorized by congress, effort would be reduced and efficiency would be increased. Since superintendents are now disbursing the sundry funds of the national school program, it seems entirely desirable that they should also disburse and account for the fees collected from pupils.

Division Administrative Units

The Division has long been the central unit for local school organization and control in the Philippines. Chartered cities, and more recently, national schools, compose units comparable to provincial divisions. The basic purpose of the division is that of defining or delimiting a definite area to be treated as a unit of school control and administration.

SUPERINTENDENTS AND THEIR DUTIES IN PROVINCES

In each of the present 54 provinces there is a superintendent of schools known as a division superintendent. His appointment is recommended by the Director of the Bureau of Public Schools, with final approval by the Secretary of Education, from a list of eligibles determined by the civil service system. He is actually the representative of the Director in the province. His duties are defined in the Administrative Code and in the various directives and memoranda from the Director of Public Schools. In general, the division superintendent is responsible for school operation in the province in accord with rules and regulations established by law, by the Board of National Education, by the Department of Education, and by the Director of Public Schools. He recommends for employment all teachers, principals, supervisors, and other employees of the schools in the province. He has authority to open and close schools according to established policies, to warn employees for minor refractions of rules, to assign employees in the province within limits of approved policy, to rate employees on efficiency of performance, to disburse sundry funds, and to promote the general welfare of public education within the boundaries of his unit. He assigns new or extension classes to schools, arranges for housing and equipping new classes, serves as the general administrative officer for all employees, and certifies to the General Office records and data needed for planning and operation at the national level. Naturally, the centralized system of organization imposes some rigid limits on the superintendent's authority in the province, but in reality the division superintendent is vested with a considerable power — probably somewhat greater than that delegated to his counterpart in the United States. Under the principle of presumptive authority, he has the power to decide matters in question at least until and/or unless reviewed and changed by the Director of Public Schools.

The most important duty of the provincial or division superintendent is that of providing educational leadership in the province. He must inspire and motivate employees, especially teachers, to perform effectively, arrange for in-service training of teachers and other employees, direct constant evaluation of teaching and all other educational activities, interpret to the public generally the problems and challenges of the school system, encourage support from local government officials, and implement progressive measures for school improvement. If the superintendent permits the school system of the province, through lack of dynamic leadership, to settle into a comfortable routine where teachers "ring the bell and have more school" the educational progress of the province is definitely impeded. Administration, like most other things of real importance, cannot stand still, or operate on a systematic routine. The administrative leader must be constantly alert, insatiably curious, and able to harness the collective ability of associates in exploring possibilities for better educational services. The specific powers and duties assigned to him by the Bureau of Public Schools are but a means toward the end of educational leadership which results in good schools for all the pupils of the province. If duty and power are treated mechanistically they cannot contribute to the end purpose of good schools, regardless of how broad or limited they may be or how rigidly or flexibly interpreted. Division superintendents have the power and authority to do a good job of educational leadership, within limits imposed by over-all conditions and resources. Their training, experiences, and over-all effectiveness are challenged in this respect.

SUPERINTENDENTS AND THEIR DUTIES IN CHARTERED CITIES

Republic Act No. 640 authorizes chartered cities with 150 or more teachers to form, through action of the city council, a separate school division. When this action is taken, the salaries of the superintendent and his office staff are paid by the city. During the school year 1959-60 nine chartered cities were operating under provisions of this statute. In addition to this number of separate systems, the City of Manila and Quezon City operate under a special provision whereby the city superintendent is a national official appointed by the President with the consent of the Commission on Appointments. The staffs are paid by the city.

In general, the duties of superintendents in chartered city systems operating as separate division are the same as those of provincial division superintendents. Some differences in local responsibilities result from the fact that the intermediate grades of the elementary school are largely supported by city funds, not national funds which support intermediate classes in the provinces. Teachers and other employees in the intermediate grades are paid from local funds and the management of these funds resides in the city government and superintendent of schools. Otherwise, relationships of the city superintendent to the Bureau of Public Schools differ little from those of other division superintendents.

LOCAL INFLUENCES IN ADMINISTRATION

As indicated above, local influences come to bear upon the organization and administration of education. The summary reason for the centralized nature of the Philippine public school system is that support comes from the National Government. Historically, this came from the formation of a National Government before local government had assumed a strong, organized status. In this condition there was not only a lack of local governmental machinery but the absence of civic conscience and experience on the part of the inhabitants of local regions. The natural result was the formation of a national system of education, along with nationalized services in many other areas. Recent developments, such as the creation of separate divisions in chartered cities indicate some changes for improvement in this respect, and local participation and responsibility should develop much farther in the future. The provision of a partnership program of school financing in which the city, the province, and the National Government jointly support the schools would give further impetus to local responsibility and hence influence administration and organization still further.

Reports from superintendents vary, reflecting differences in political bias among the divisions; some feel that political interference or pressure is of major concern while others find that political interference, or attempted pressure, exists to no appreciable degree.[13] Superintendents also report varying degrees of educational interest among provincial governments and authorities. Some provinces contribute little or nothing for school improvement. The city of Manila supports a full ten-year program of free public education, relying on national support for only the first four grades. Evidences of variations in the educational expectations of the people of various regions have been noted, some areas showing keen interest in school affairs and notably in school improvement while others seem content with the provisions of the standard school program provided by the National Government. These, and many other local influences, bear upon the organization and administration of schools. As local support for education increases, as it will do if a partnership program of finance is enacted, these local influences will likely exert new and greater forces upon the administrative machinery and procedure — predictably for improvement.

A major concern in the area of administration at all levels is the provision for training replacements for those officials who are now serving. Training provisions for school administrators in the Philippines are entirely too limited and need to be carefully planned for the immediate future. The special leadership training program at the University of the Philippines is a step in the right direction, but administrators need special training designed to develop the competencies needed in directing a school division.

According to information in the report of the Fiftieth Convention of the Philippine Association of School Superintendents held in Baguio in May, 1959, 66 per cent of the superintendents and general officials now serving the public schools will become eligible for retirement in the next ten years. Counting those officials who are still serving after reaching the eligible age for retirement, 71 per cent of those who are now giving general direction to public education will have to be replaced by 1970. Table 1 shows this information in graphic form and illustrates the great need for an adequate training program for school administrators.

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[13] Shown by replies to a confidential questionnaire sent by the Survey Staff to all superintendents.

TABLE 1. SCHEDULE OF RETIREMENT ELIGIBILITY OF PRESENT SUPERINTENDENTS AND GENERAL SCHOOL OFFICIALS

Year in Which Retirement Age is Reached	*Number of Officials*	*Year in Which Retirement Age is Reached*	*Number of Officials*
1960	6	1970	11
1961	10	1971	6
1962	10	1972	10
1963	15	1973	8
1964	13	1974	3
1965	13	1975	7
1966	7	1976	1
1967	12	1977	2
1968	9	1978	5
1969	11	1979	3

BUSINESS MANAGEMENT

Business management at the local level in the public schools of the Philippines is limited by the paucity of funds available for local use. The present annual average of about ₱55 per teacher for sundry expenses provides for supplies far below minimum needs of the schools. All teachers paid from national funds receive their checks from Manila, except those employed in the national schools. Many supplies and materials are bought and distributed by the Bureau through its Division of Property; buildings are generally provided through programs administered through public works and the army engineers; and textbooks are purchased at the national level. These separate procedures reduce business management at the local level to a minimum. It is primarily a matter of clerical routine in record keeping and reporting to the Bureau. If and when more decisions are made and executed at the local level, business management will become increasingly important in the superintendent's office.

PURCHASING

Until the year 1959-60, when the sundry fund was sent to the Division Superintendent for disbursement, most purchasing was done in the General Office. This new practice, which has resulted in purchases by local authorities, will further increase if the plan is continued, as it should be as conditions permit. Competitive bidding is generally practiced and certain purchases must be requisitioned through and approved by the General Office regardless of its possible purchase from sundry funds allotted to the division office. The biggest problem faced by the schools under the system of purchasing, even when funds are disbursed at the division level, is that of time lag or delay. Needed supplies which cannot be delivered within a reasonable period of anticipation are likely to be of decreased benefit to the school activities which they are to support. Purchasing at the local level, with proper safeguards and provision for wise management, is a step in the right direction and should result in greater educational returns for each peso spent on school support.

DISBURSEMENT AND ACCOUNTING

With the disbursement of sundry funds through the local administrative office, money management became a significant responsibility. It brought additional duties, especially to office personnel, who were already insufficient in number in most cases.

The general system of designating the chief clerk as disbursing officer (aided by a full-time bookkeeper and a resident representative of the general auditing office, each of whom keep books of accounts of all transactions) is inefficient. Provision should be made for adequate manpower for disbursement and bookkeeping, but certainly, in the small divisions, one person should be able to keep accounts and disburse funds with proper countersignature. It is recognized, of course, that prevailing conditions influence this operation, and hence the personnel necessary. The infrequent use of checks for payment is a good example. Most purchases are paid for in cash, with a receipt from the vendor. Peso advances are drawn, by the disbursing officer, from the bank account of the school division. This particular practice may remain essential until checks are more generally used in the economy of the country and especially until checks can be readily cashed, without discount, by recipients.

BUILDING MAINTENANCE AND OPERATION

The lack of proper building maintenance, though dictated by the lack of necessary funds, is false economy in the long run. A good illustration of this may be seen from Ex-Secretary Lim's statement[14] that field observations have shown that the useful life of prefabricated school buildings is three or four years, five years being considered the maximum. These buildings are reported as costing about ₱2,500 at the factory. They have a finished cost of about ₱3,000, including donated local labor and materials. It is certain, however, that adequate maintenance, including paint when needed, would extend the period of useful life far beyond the estimate of five years and at much lower cost than replacement of the entire structure. Not only that, but maintenance would enhance the appearance of these buildings. Good business management dictates upkeep of property, and the country cannot afford to continue to neglect its school property, once a building is erected.

The time is past due when each school division should have a regular maintenance crew for building maintenance. The size of the crew should be dependent upon the number of buildings to be cared for but certainly almost all, if not all, of the provincial school divisions are large enough to make a regularly employed and supervised maintenance crew a very efficient investment.

Teachers and pupils do a good job of keeping buildings clean and in good condition, with the noted exception of toilet facilities. Special attention should be given to toilets; some of these facilities which were observed were in deplorable condition and could have been immeasurably improved by simple, adequate cleaning and care.

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[14] Manuel Lim, *Shortcomings of the Philippine Educational System, Remedial Measures Adapted and Proposed Solutions* (Manila: Department of Education, May 15, 1959, p. 41).

SUPERINTENDENTS' OPINIONS ON SCHOOL NEEDS

Superintendents were asked through a confidential questionnaire to express their views on a number of problems confronting public education in the Philippines. The replies received are summarized below:

Question	*Statement*	*Priority*
What are the greatest needs of the Philippine Public Schools?	More textbooks and supplies	1
	Higher salaries	2
	Restoration of seventh grade	3
	Additional extension classes	4
	More adequate buildings and equipment	5
	National funds for high schools	6
	Enforcement of compulsory attendance law	7

Question	*Yes*	*No*
In the superintendents' office is political influence:		
encountered to a serious degree?	12	50
felt in securing approval for new positions?	27	14
met in appropriations requests?	25	16
attempted in teacher appointments?	38	6

Question	*Items Checked*
Efficiency ratings for teachers:	
are desirable because they stimulate teachers to do a good job	39

help administrators to be more objective in judging teachers	43
serve as a background for teacher guidance	33
improve teacher morale by elimination of favoritism	27
serve no educational purpose	5
(other answers given)	6

Question

Check the "statement which may describe the present pattern or organization and administration of public education":

Too centralized .... in Manila	37
Adequate if sufficient .... funds were available	32
Too restrictive .... authority .... in the .... superintendent	29
Too uniform throughout the nation	29
Influenced too much by Congress	19
Flexible enough to provide for variations	17
About right	10
Adequately sensitive to citizen opinion	9
(other answers)	4

Question

"Could local boards of education improve public education?" .... Yes — 30
No — 18

In statements regarding the establishment of local boards of education superintendents were almost universal in calling attention to possible difficulties which are likely to be met in the establishment of local boards. Significant statements given might be summarized as follows:

"Yes, if the board is composed of well-qualified members."

"Yes, if the recommendations of the local boards will be given serious consideration."

"Yes, if selected wisely and without political interference."

"No, our people are not ready for this."

"No, (a) The people are not ready to assume leadership; (b) Politics may find its way into the system; (c) There is a dearth of people well-versed in education."

"No. Indifference, jealousies, and politics will spoil things."

In relation to the Board of National Education the following statement was submitted and below it are representative statements recorded by superintendents:

In your opinion, how could the Board of National Education be made more effective?

By making the recommendations of field superintendents the major basis in making national educational goals and policies.

The Board of National Education should have more support of Congress and the cabinet.

The members of the Board should be men who have time to study and deliberate on the different problems of education today.

At least two members of the board should come from the field superintendents.

Free it from partisanship whether political or religious or other special interests.

The Board of National Education should be provided with a competent staff to gather facts, data, and information which may be of value in determining or amending policies.

By conducting frequent surveys on vital educational problems or issues.

It should be given more powers to implement its established policy.

By including the President of the PASS, and the President of the PPSTA as members of the Board.

The policies promulgated by the Board of National Education should be observed and implemented with the least interference by politicians.

The following question, in relation to the Bureau of Public Schools, was submitted and typical statements or responses are listed:

In your opinion, how could the Bureau of Public Schools improve its services to the public education?

Give more autonomy to superintendents.

Upgrade and improve the selection and appointment of key personnel and the substance of seniority rule should strictly be followed in appointments and promotion.

It should free itself from the pernicious influence of politics. It should have a strong public relations program. Increase its promotional staff so that General Office supervisors can stay longer and render better service in different school divisions.

Have a more careful screening of candidates for school superintendency.

The Bureau of Public Schools should base its program on what our means and resources can adequately provide.

The best of foreign educational ideas may be used as a guide but the Philippine setting and conditions should be controlling factors.

The following statement regarding local taxes for educational support elicited the recorded answers:

In your opinion, should there be local taxes for education?

Should this be attempted in the immediate future?
Yes, 44; No 5.

In comments on the wisdom of immediate attempts for local taxes, the great majority favored early provision of such taxes: a few felt that more progress should be made at the national level before moving toward local support.

In relation to school building programs the following question and answers reflect opinions of superintendents:

In your opinion, should the program of providing prefabricated school buildings be continued and promoted, or should more effort be made toward on-site-construction from plans *approved by the Bureau of Public Schools?* Prefab, 21; On-site, 26.

The following opinions were expressed in relation to a proposal for regional Assistant Directors of the Bureau:

In your opinion, would an organizational change in the Bureau of Public Schools providing for Assistant Directors assigned to regions improve administration? Yes, 26; No, 22.

The most frequently expressed reason for favoring the change was "to cut red tape," "reduce delay," and "get decisions closer to the superintendent in the field." Reasons for disfavor included "it would add delay and red tape," "decisions would still be made in Manila," and "other agencies have found that they don't work."

In relation to the disbursement of school funds in the division offices, the superintendents submitted the following responses:

In your opinion, should the recent plan for disbursing certain school funds at the division level be extended to other, or all school funds? Yes, 39; No, 8.

The most frequent reasons for favoring local disbursement were "action is faster," "accounting and management are easier," "funds are not held up too long," "would free funds from provincial and/or municipal treasuries." The reason, almost universal, for opposing the plan for local disbursement was stated as "staff is presently overworked; cannot take on additional responsibilities without extra help."

The opinions regarding seniority as a factor in identifying and appointing educational leaders were:

In your opinion, does the present emphasis on seniority (length of service) encourage the development and assignment of effective educational administrators? Yes, 14; No, 35.

The most frequent reasons given for opposing the present emphasis on seniority were "ability and merit should have more weight," "it makes it too difficult for young, able, aggressive men."

The following responses were recorded in relation to WAPCO:

In your opinion, what assistance or hindrance has WAPCO been to public education? Assistance, 20; Hindrance, 28.

The reasons for classifying WAPCO as an assistance were almost universally stated as "has helped to raise salaries." The most frequent objection to WAPCO was stated as "it stifles initiative," "it has added red tape," "it does not recognize ability."

Superintendents also recently expressed their opinion when they requested, through the Philippine Association of School Superintendents, the granting of the following authority to division superintendents:

1. Make purchases to meet school needs.
2. Administer disciplinary or administrative action for misdemeanors of all teachers and employees under his supervision, the penalty of which does not result in dismissal from the service.
3. Suspend pupils and students for a period not exceeding one year from cause after due investigation.
4. Assign and transfer district supervisors and principals in his division.
5. Approve travelling expenses, vouchers, and claims for per diem of supervisors and other employees in his division subject to auditing regulations and the availability of funds.
6. Remodel and repair school buildings.
7. Open and close schools.
8. Choose or introduce vocational courses for the elementary and high schools.
9. Develop beyond the minimum requirements, through teacher and community participation, the curricula in the elementary and secondary schools.
10. Budget and spend income of the schools.

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11. Approve the rate, manner of collection, and expenditure of tuition fees in the intermediate and secondary schools.
12. Promote the welfare and professional growth of teachers and school officials under his jurisdiction.
13. Approve the holding of school benefits.
14. Grant permission to teachers to study or do outside teaching and other outside work after school hours, limited only by their efficiency and health.

The survey staff does not agree with many of the views indicated in these opinions of superintendents, but does recognize that active officers in the field have a great wealth of information and experience and that their views are worthy of careful consideration in educational planning. These superintendents' views are given because such opinions should be considered when educational matters are being analyzed.

Superintendents have recently been given authority for disbursing sundry funds and to open and close schools in accord with policies prescribed by the Bureau of Public Schools. Careful attention should be given to the possibility of granting further authority requested by the superintendents with the full understanding that increased authority carries with it commensurate responsibility; that authority to make additional decisions imposes full accountability for prudential exercise of such extended power. Noblesse oblige — rank or position carries obligations — becomes increasingly important to the division superintendent as his authority is extended.

National Schools and Their Administration

Provisions for administering the national schools set them apart as separate administrative units, except for normal schools and certain vocational schools, notably those for agriculture. This pattern evidently grew out of legislation creating the special purpose schools. Generally, when Congress passes a bill establishing a new vocational school, the school is financed entirely from national funds. The tendency was to specify independent administrative controls for its operation. This has served to provide administrative machinery to attain the specified purposes of such schools but has also multiplied administrative units much smaller than those found in the system of general education.

VOCATIONAL SCHOOLS

Vocational schools are the most common, in terms of number, of special schools under independent administration. According to a List of Officials published by the Bureau of Public Schools on September 15, 1959, 44 national vocational schools are headed by superintendents. In this group, 13 are listed as agricultural schools, 30 are schools of arts and trades, and one national nautical school. The Philippine Unesco National Community Training Center is also listed as a national school and headed by a Director. The fishery schools are actually administered as separate schools but their administrative heads have not been formally designated as superintendents. The seven fishery schools were transferred to the public school system, and hence to the Bureau of Public Schools, in January 1957, by Reorganization Plan No. 30-A, of the Reorganization Act, and implemented by Executive Order No. 216, dated November 17, 1956.

This system of separate administration for national schools has resulted in a large number of small administrative units which are costly in relation to administrative units in general education. It has also resulted in a significant part of the secondary educational services of the nation being separated from general high school programs, both in favored support and in administrative control. If the trend of recent years continues, the major effort in the area of secondary education will be entirely independent of the general public secondary school. This may result in a conversion of all public secondary schools into national institutions, or it may force general secondary schools to close because of their inability to compete with vocational schools receiving support from national funds; in either case, the end result will be that only vocational secondary schools may exist in the public school system. This problem is treated more fully in the section on secondary education but the problem is significant, in organization and administration, and in the larger area of a total or "complete and adequate system of public education."

SPECIAL SCHOOL FOR THE DEAF AND BLIND

The special school for deaf and blind, located in Pasay City, is a national school for children with these handicaps, but in reality it serves pupils whose homes are in the general area of Greater Manila. The school has operated since 1907 with relatively little expansion. It is administered by the Bureau of Public Schools, largely through the Division of Instruction. It should be greatly expanded as a part of a program for special education adequate to serve the many thousands of handicapped children in the nation. A general program for needed services in this area is outlined in the chapter on elementary education.

Relationships To Private Schools

The system of private schools in the Philippines is quite extensive, particularly at the secondary and collegiate levels. At the first level of education (elementary) the public schools serve the great majority of all pupils in the nation; at the second level of education (secondary) and the third level of education (collegiate) the reverse is true, in that private schools serve many more students than the public schools. This condition is due primarily to the fact that national support, being the mainstay of public education, is concentrated upon support of elementary schools. Private schools serve an important function in the educational program of the country, but the limited services of the public schools at the secondary and collegiate levels should be greatly expanded to afford opportunities to children who cannot afford to attend private schools.

THE BUREAU OF PRIVATE SCHOOLS

The Bureau of Private Schools, in the Department of Education, serves as the governmental agency for carrying out the constitutional mandate providing that "all educational institutions shall be under the supervision of and subject to regulation by the state." It is, in a sense, the counterpart of the Bureau of Public Schools, though its activities are not as wide in scope, since the private schools are inherently independent in many ways.

Private schools were not specifically studied in this survey, but education in the Philippines cannot be analyzed fully without attention to the role of private education. The Bureau of Private Schools serves the general function of state regulation to see that education in private institutions properly serves the common weal through reasonable compliance with educational aims and objectives as established by the Constitution, the Congress, and the Board of National Education, and by maintaining standards reasonably adequate for the discharge of educational responsibilities.

COMPULSORY ATTENDANCE LAWS AND PRIVATE SCHOOL ATTENDANCE

Compulsory school attendance becomes a factor in the government regulation of private education. It is believed to be sound to permit a child to attend private schools by parental choice and thereby comply with state mandate that he attend school for a minimum stated time. This is permitted by law in the Philippines. Section 5 of Republic Act No. 896, commonly known as the "Elementary Education Act of 1953," provides "That this compulsory attendance shall not be required in any of the following cases: First, when the child enrolls in or transfers to a private school." The statutory provision is sound and should be continued but it emphasizes the necessity for the government, through its Bureau of Private Schools in the Department of Education, to exercise regulatory powers to see that private schools used by children during compulsory attendance ages are reasonably adequate in resources and program to achieve the national aims and objectives of elementary education.

APPOINTMENT OF TEACHERS TRAINED IN PRIVATE SCHOOLS

During the acute teacher shortages which followed World War II there was great expansion of private teacher training institutions. This matter is treated more fully in the chapter on teacher education, but it has a bearing upon appointment of teachers and hence on administration. There is now no difference, in employment eligibility, between potential teachers trained in public and private schools. This is as it should be since the civil service examination is the criterion for ascertaining competence. However, there are evidences that programs of training in some private teacher training institutions are inferior to those of public normal schools and, since civil service examinations are given so infrequently, a problem of choosing teacher appointees exists. Public normal schools have rigid admission requirements for beginning students; many private teacher-training institutions are reported to be much less selective. So long as this condition exists and the Bureau of Private Schools is not able to enforce adequately defensible standards for private teacher training colleges, and, more particularly, as long as the Civil Service Bureau cannot currently certify teacher graduates and candidates, the problem of identifying competent teacher applicants will remain great. The solution lies in raising standards of colleges which are allegedly sub-standard and in securing civil service ratings on an annual, or current basis. Private teacher-training institutions should not only be encouraged but required to provide training programs of acceptable standards.

ESTABLISHMENT OF NEW PRIVATE SCHOOLS

Existing regulations properly require operators of private schools to obtain a permit from the Department of Education through its Bureau of Private Education. Evidences indicate that the Bureau of Private Schools has in recent years exerted considerable influence over standards of private schools and this should be continued and accelerated to the point of eliminating those private schools which cannot measure up to adequate standards and refusal of permits to proposed schools where adequate assurance of quality is absent. It is believed to be sound policy to apply only the criteria of efficiency and adequacy to private schools, both new and old. When a private school can show adequate ability to achieve national aims and objectives in education it should be allowed to open and/or operate; such schools should not be authorized without reasonable indication of such ability and desire.

Summary and Recommendations

The present educational system, with all the stages it has gone through in its development, has been quite successful in providing a program of public education for a growing nation. Changes in the structure of organization and administration should be made only through careful analysis and thought. It is recommended that the following proposals be carefully considered as possible changes for improvement in public education.

THE BOARD OF NATIONAL EDUCATION

The Board of National Education was created as "the exclusive agency of the government for the implementation of educational policies and the direction of the educational interests of the nation."[15]

In action the Board has followed the mandates of the Constitution and legislative action and further defined these mandates and concepts in practical operating policies. An excellent example of such action is the study directed by the Board which resulted in *General Educational Policies*[16] being issued for the guidance of the Department of Education. Considerable research and study was undertaken before these policies were issued. It is a good example of how such a board can effectively serve the legislative and executive branches of the government. To be effective, however, the legislative and executive leadership must accept the findings of such a board and look to it for leadership in this field. There is evidence that this has not always been the case.

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[15] Republic Act No. 1124, *An Act Creating a Board of National Education.* Section 5. 1954.

[16] Report of the Board of National Education, *General Educational Policies* (Manila: Phoenix Press, 1958. 514 p.)

It should be recognized that this is not a lay citizen's committee as is so often established as an education advisory or administrative board in the United States. Some of the members of the Board are professional educators with definite professional interests and responsibilities. These members undoubtedly add to the knowledgeability of the Board. They may at times find themselves having to make decisions where their personal interests are involved.

The formulation of a Board of National Education is believed to be a forward step in the national administration of the public schools. The following suggestions are made as guide-lines for the future activity of the Board of National Education:

1) That studies continue to be implemented similar to the studies made prior to the statement of "General Education Policies."

Certain areas for research might be suggested —

(a) Evaluation of the quality of instruction and the achievement of students. Standards need to be developed and instruments of evaluation made available. This is a tedious, exacting process but could be used to improve instruction greatly.

(b) Financing the public schools must be improved or it may be impossible for the masses to achieve the productive skills or citizenship characteristics necessary in a democracy. Many studies need to be made in order to determine the most effective and practical methods, for improving this financing.

(c) Methods of enlightening and involving people throughout the country in the program of public education.

2) That legislative planning for the public schools be related to the studies of the Board of National Education. Facts determined and analyzed by such a competent group as the Board of National Education might prove quite beneficial to the Congress.

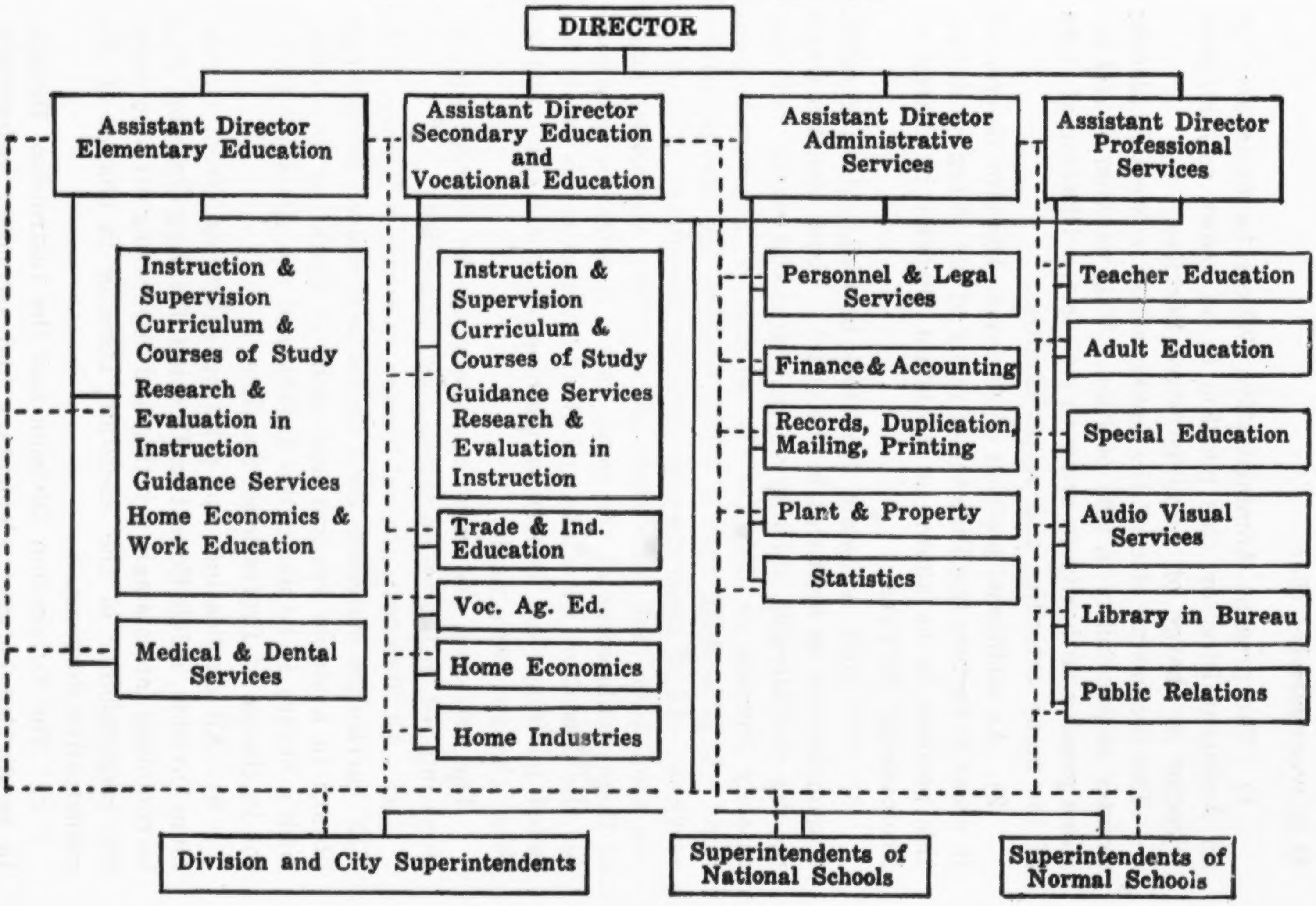
THE DEPARTMENT OF EDUCATION

The Department of Education should maintain over-all responsibilities for public school administration. The position of Secretary has been subject to many changes in the past ten years. Considerable stability has been provided through the Undersecretary as a professional educator. This should be continued. The Department should be immediately concerned with high-level matters only, leaving to its administrative Bureaus operating minutiae, general services, and procedures. It should coordinate the work of its bureaus, maintaining a summary channel to the Board of National Education and the Congress.

THE BUREAU OF PUBLIC SCHOOLS

The Bureau of Public Schools has the primary responsibility of providing leadership in public education throughout the nation. It provides administrative services, but these are a means of leadership toward achieving the aims and objectives of education as provided by the Constitution, the Congress, the Board of National Education, and the Department of Education. Its strength in leadership determines to a large extent the over-all effectiveness of the public education system. Managerial and promotional duties in the Bureau are essential and require much attention. Coordination of activities, delegation of responsibility, proper distribution of work, organization of responsibility, and organization for dispatch of necessary business are necessary to the use of trained manpower for leadership responsibilities. The Bureau has shown vision in periodic alterations of organization to better suit existing needs, and it is believed that additional changes would now improve the Bureau's position as the center of leadership for public education in the nation. Additional changes for improving the Bureau's managerial leadership are given in the opposite chart.

A PROPOSED ORGANIZATIONAL CHART
OF THE BUREAU OF PUBLIC SCHOOLS


DIRECTOR
Assistant Director Elementary Education
Assistant Director Secondary Education and Vocational Education
Assistant Director Administrative Services
Assistant Director Professional Services
Instruction & Supervision
Curriculum & Courses of Study
Research & Evaluation in Instruction
Guidance Services
Home Economics & Work Education
Medical & Dental Services
Instruction & Supervision
Curriculum & Courses of Study
Guidance Services
Research & Evaluation in Instruction
Trade & Ind. Education
Voc. Ag. Ed.
Home Economics
Home Industries
Personnel & Legal Services
Finance & Accounting
Records, Duplication, Mailing, Printing
Plant & Property
Statistics
Teacher Education
Adult Education
Special Education
Audio Visual Services
Library in Bureau
Public Relations
Division and City Superintendents
Superintendents of National Schools
Superintendents of Normal Schools

It is recommended that:

1) The present Administrative Officer be designated as an Assistant Director, this position to be known as Assistant Director in charge of Administrative Services.

The increasing size of the public school system is placing greater responsibility in this position. This position should assume greater authority in order to relieve the Director of some of his many activities and responsibilities.

2) An additional position of Assistant Director be created in order to further the Director of many of his enlarging duties, this position to be known as Assistant Director in charge of Professional Services.

3) The four Assistant Directors be assigned, in general, responsibilities as indicated in the chart. These changes would require considerable shifting of personnel but would not necessarily increase or decrease the number or responsible positions. It is believed that it would improve the administrative services. All of these changes probably should not be made at the same time, but since they are so closely correlated many of them would occur at the same time. It would be necessary for the Assistant Directors and their division chiefs to do detailed planning and in-service training of their personnel as these changes were made.

The following are given as details of the over-all suggestions implied in the organization chart presented:

a) All libraries (general library, curriculum library, ICA-NEC curriculum materials, etc.) should be combined into a single library in a single location and under a single administrator, such a library to be under the direction of the Assistant Director in charge of Professional Services.

b) All duplicating and printing activities (from Curriculum Division, Adult Education Division, Printing Division, etc.) be combined into a single printing and duplicating division under the responsibility of the Assistant Director in charge of Administrative Services.

c) The Curriculum Division and the Instruction Division to be divided between elementary and secondary responsibilities. The staff of these divisions should then be assigned to the Assistant Director of Elementary Education and the Assistant Director of Secondary and Vocational Education, respectively.

d) The instruction, supervision, curriculum development, evaluation, instructional research, etc. in the area of elementary education to be combined and reorganized into various sections by the Assistant Director of Elementary Education. The same procedure is to be followed in the area of secondary education by the Assistant Director of Secondary and Vocational Education.

e) The Research Division to be divided in personnel and activities so that the instruction, research, and evaluation in the area of elementary instruction be assigned to the Assistant Director in charge of Elementary Education; those in secondary education, to the Assistant Director in charge of Secondary and Vocational Education; and the statistical recording and research, personnel and activities, be created as a Statistical Division under the direction of the Assistant Director in charge of Administrative Services.

f) These do not necessarily outline all of the changes that would result from the suggestions indicated in the reorganization chart. Before any of these changes are made the various Directors should carefully study the many related activities and thus determine the additional details. The Survey Team did not have the time to make a job analysis of each position in the present and proposed organization. This should be done in every case where the activities in any position are not known in detail by the Directors making the new assignments.

4) Supervisory services at the national level should be relieved of much of the present paper-work and be released for leadership activities through division offices and their corps of supervisors.

This will require a job analysis of the activities of supervisors and the provision of the necessary clerical assistance. It will require considerably more travel funds. Supervisors should be in the field probably seventy-five per cent of their time. It will also require considerable time and more attention to in-service training of the supervisory staff.

5) Teacher education be changed in administrative assignment to be the major function of the Assistant Director in charge of Professional Services. That the head of each normal school be a superintendent who reports to the Assistant Director in charge of Professional Services, and not the division superintendent as at present. Educational services cannot be improved appreciably without having good teachers. Good teachers are being trained by the normal schools. They could be made much better by more administrative and financial attention.

6) The Civil Service Commission delegate to the Department of Education, and hence to the Bureau of Public Schools, direct responsibility for personnel procedures within the public schools and its administration. The Civil Service Commission should remain as an auditing body to determine proper compliance with regulations and to act as an appeal body for employees desiring an appeal from decisions of school officials. If this could be effected, it would make possible the clearance of the present intolerable lag in employee certification and appointment and would place personnel administration in the stream of school management where it more properly belongs.

Major changes in the proposal include, (1) the addition of an assistant director to the present directorate to cope with the expanding responsibilities of administration in public education, thereby giving to the Director greater release from detail and minutiae to enable him to concentrate on important matters; (2) emphasizing the service role of professional personnel in the Bureau rather than line or administrative authority; (3) rearrangement of functions and responsibilities to ease rigid lines of isolation between compartmented divisions, including combinations in certain services which seem to be operationally connected, and increased attention to teacher education.

Great emphasis should be placed on teamwork and communication between and among personnel and divisions in the Bureau. The directorate, while assuming responsibilities for broad areas of work, should confer frequently on all important decisions and should fully analyze and approve major matters going to the Department or to the field. A board of directors can effectively discharge its responsibilities only when it harnesses the individual and collective abilities of its members; statistical and all other pertinent information must at all times be the basis for decisions, and open communications must be promoted throughout the organization of the Bureau at all times.

Theoretically it would be better to have instruction and supervision on an integrated basis for the complete public school program, but the relative size of the elementary school segment, and the present weak and precarious position of the general secondary schools, with the favored position, number, and technical specialties of national vocational schools, seem to indicate the necessity for separate divisions of elementary and secondary education. As conditions improve, with compulsory education, reduction of drop-outs, extension of the period of schooling for all children, or the majority of children, and the development of 2-2 Plan high schools, it might become possible and desirable to provide for a more unified approach to an instructional program.

It is recognized that reorganization of the Bureau of Public Schools demands careful planning and may have to be achieved on an evolutionary basis. If long range plans can be agreed upon and used as a pattern to follow when changes can be effected, progress will certainly be attained.

DIVISION ADMINISTRATIVE UNITS

The 54 divisions, generally coterminous with provinces, comprise the major organizational pattern for administering public education in the Philippines. This system is fortunate in that it provides administrative units of sufficient size to achieve a high degree of economy with reasonable efficiency in school control. Division or City superintendents are in reality representatives of the Director of the Bureau of Public Schools in each division. They have been very effective in providing leadership and direction for public education but changes might be made to improve administration, and hence education, at the division level.

It is recommended that the following proposals be considered for advancing educational administration at division offices:

1) Provide all divisions with the position of assistant superintendent.

With the possible exception of Batanes, the school divisions are large enough to justify the position of an assistant superintendent. These duties are now largely performed by other personnel, perhaps most frequently by the academic supervisor. But this kind of service is not desirable and it would be much more defensible to provide for an assistant superintendent leaving supervisors to their assigned tasks of improving instruction in the classrooms. At the present time 25 divisions have assistant superintendents provided by provincial boards and funds; to complete the needed service, an increase of 29 positions of assistant superintendent would be necessary but the entire number of 54 should become a part of the national program of public school financing.

2) Transfer administrative control of individual elementary schools from district supervisors to school principals directly responsible to the superintendent's office.

Administrating the school through the principal is in line with good administrative practice. Schools with eight or more teachers should have a principal. Where one does not now exist, a principal should be assigned as administrative head and made directly responsible to the superintendent's office. Administrative control should flow to and from him through the superintendent's office to the directorate in the Bureau of Public Schools.

3) Free supervisory staff members from administrative responsibilities to full time, vigorous improvement of instruction.

The primary duty of supervisors is that of improving the teaching-learning processes in the classrooms. This specialized service cannot be effectively combined with administrative control and recent steps toward freeing supervisors for full-time, vigorous promotion of good teaching should be continued and accelerated. As textbooks and other teaching materials become more adequate the freeing of supervisors from administrative duties will be of added effectiveness in adapting teaching techniques and procedures to making the most effective use of available instruction materials.

4) Enlarge supervisory staffs to sufficient size to maintain effective, dynamic leadership in the improvement of teaching.

Supervisory staff must be of sufficient size to closely supervise classroom work, stimulate teachers, improve their teaching competence, and give the necessary emphasis to effective instructional procedures. In many, if not most, divisions the present supervisory staff is too small for the job to be done. It is often dependent upon provincial financial support for at least a part of the cost. The partnership program should include enough supervisors to give full-time attention to instructional improvement in all public schools in the nation.

5) Provide sufficient clerical and supporting personnel to serve administrative and supervisory staffs adequately.

Clerical and supporting personnel in most division offices is inadequate. Assignment of such personnel from national funds has evidently been erratic, resulting in some divisions having more clerical personnel, relatively, than other divisions have been able to secure. Provincial provision for clerical help also varies, with the net result that in many division offices essential clerical work is poorly done, or is being accomplished by administrative personnel who should devote their time to matters demanding discretionary leadership. Adequate clerical help for each division office would be relatively inexpensive and would be a very profitable investment of school funds.

6) Institute an adequate program of school building maintenance.

It will be much less expensive to repair and maintain buildings rather than let them deteriorate until a new building at much more cost is necessary.

7) Provide sufficient travel funds to enable supervisors to remain in frequent contact with all schools in the division.

Travel funds for supervisory personnel are totally inadequate for effective work. Supervisors can perform their proper functions only when they are able to spend most of their time in classrooms and working with teachers. A relatively small investment in increased travel funds for supervisors, at division and national levels, would bring high dividends in better teaching.

8) Delegate maximum authority to division superintendents with corresponding responsibility for proper exercise of discretionary authority.

The position of division superintendent is one of discretionary leadership and management. It is true that division superintendents have considerable authority and responsibility, but certain limitations reduce the effectiveness of the office. This is particularly true in personnel administration where appointment and discipline of employees is largely controlled beyond the superintendent's office. So long as a superintendent can do more than warn employees about undesirable performance, the effective use of man power will leave much to be desired. Superintendents should have delegated to them maximum authority in the area of appointing and disciplining teachers and other employees and be held fully responsible for faithful and judicious exercise of such authority within policies prescribed by the Bureau of Public Schools.

9) . Emphasize the leadership role of the superintendent above the managerial detail of the office, which should, insofar as possible, be delegated to assistants.

Leadership is one vital aspect of administration. Yet it is often extremely difficult because of the minutiae which seem always to engulf a superintendent's office.

CHARTERED CITY UNITS

The provisions for separate administrative units in chartered cities with 150 or more teachers, and in the city of Manila under special mandate, are basically sound and should be continued. A teaching staff of 150 is large enough to justify an administrative organization and local funds supplied by chartered cities are sufficient to demand increased autonomy and participation in school administration at the local level.

THE NATIONAL SCHOOLS

The national schools now under control of separate superintendents contain some units which are small for administrative organizations. The special purposes of these schools offer a degree of defense for independent administration and the present conditions of general secondary school development, including the statutory provisions for independent control of national schools, indicate continuation of existing administrative patterns, at least for the present time.

It is recommended that:

1) The administrative staffs of national schools be according to the size of the school.

2) When two national schools are located in the same general area, consideration be given to combining the schools administratively in the interests of economy. This condition exists in some provinces where fishery and other vocational schools are located in the same general area. If the general high schools should ever be nationalized, such combining of schools under a single administrative staff could be done in a number of locations.

ORGANIZATION AND ADMINISTRATION RELATED TO RESOURCES

There is no organizational or administrative magic which can or will compensate for the lack of resources necessary

to do the required job in public education. The cost of general control in Philippine public schools is actually and relatively low. This indicates extreme care toward achieving the maximum possible use of each school peso and there is no hope of further significant savings through reorganization, reassignment, or even retrenchment of the administrative structure. Needed changes and expanded services will cost more money but will repay their cost many times in the form of better education for the pupils in the nation's schools.

CHAPTER VIII

Financing The Public Schools

In developing and implementing plans for financing schools, the center of attention should always be the quantity and quality of services and facilities needed for an adequate program of education. If the financial support in the Philippines or in any other nation is inadequate or if the funds are not wisely and efficiently expended, both the quantity and quality of education will be unsatisfactory. Not only the schools but the nation will be handicapped in proportion to the deficiency.

Investing in the National Future

Money used for the operation of public schools is commonly considered and listed in reports as an "expenditure." From the point of view of those taxpayers who are primarily concerned with limiting the funds used for public purposes so they may have the maximum amount left each year for their own private purposes, money used for public school support is an "expenditure" that should be kept as low as possible. Such taxpayers are likely to be critical of the public schools and their accomplishments, to complain about costs, and to resist any proposals for increased expenditure, regardless of the need. People who take this attitude toward expenditures for public schools are found in every nation.

However, this point of view is very short-sighted and unrealistic. It does not consider the future welfare and potential of the nation. It overlooks the fact that failure to provide adequate financial support for the public schools is a false and unwise economy that is certain to handicap and retard the future development of the national economy. Careful considera-

tion and wise resolution of this problem is important in all nations, but is crucial in a young and underdeveloped nation such as the Philippines.

From a fundamental point of view, needed expenditures for education should be considered an *investment* in the future of any nation. This statement is supported by substantial evidence. For example, a few years ago the Chamber of Commerce of the United States undertook a study of the amount expended for public schools in relationship to economic and other developments in the various states.[1] This study showed that there has been a definite relationship between the amount spent for public education over a period of years and the standard or level of living of the people. In states where expenditures had been consistently low a larger proportion of the people were employed in low-salaried occupations, and they purchased fewer goods and services, than in states where expenditures for education had consistently been higher. In other words, states with the higher levels of expenditure for education tended to have higher levels of economic productivity than the low expenditure states. This should not be interpreted to mean that increased expenditures for schools alone will solve the economic and cultural problems of a nation, because many other problems are involved, but that too limited expenditures — too much emphasis on limiting educational costs — will almost certainly handicap the national development.

A study has also been made of educational developments in certain countries in relationship to living standards and economic trends and conditions.[2] For example, Denmark is a country which has limited national resources, but, during the last century, has given major attention to the development of its human resources through an extensive and well-supported program of education. As a result of these developments, it now has one of the highest general standards of living of any nation. The citizens of Denmark are generally well educated, have a high level of economic productivity, and have created a prosperous nation in spite of very limited natural resources.

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[1] Chamber of Commerce of the United States. *Education, An Investment in People* (Washington, D.C.: 1954).

[2] Harold F. Clark, *Education Steps Up Living Standards* (Chamber of Commerce of the United States of America, Washington, D.C.).

On the other hand, Colombia is a country that is generously endowed with natural resources but unfortunately, over a period of years, has made only a limited investment in education. A few leaders have been well educated but the masses have been neglected. In spite of its rich natural resources it is a relatively poor nation and has a low standard of living because the people have not been prepared to develop and utilize the resources wisely.

The Philippines also is reasonably well endowed as far as natural resources are concerned. It has great economic potential. Considerable progress has been made in educating the people. But much more progress is needed. The investment in education, for one reason or another, has been much more limited than is essential for the potential to be fully realized. As pointed out in the Bell Report:

> The economic development of the Philippines requires the better utilization of the human resources as well as natural resources and equipment. A healthy, literate and well trained people will not only be able to produce more; they will be capable of using the increase in production to provide a more satisfactory standard of living... The public health and educational needs of the people must be more adequately met.[3]

Cost and Quality in Education

There have been many problems connected with the development of public school education in the Philippines, as pointed out elsewhere in this report, but much progress has been made. Two of the major problems have involved *quantity* and *quality*. Underlying both of these has been the problem of providing adequate financial support with limited resources.

On the basis of the growth in enrolment for the last fifty years and the results of achievement tests reported in Chapters Two and Three, it is evident that more progress has been made toward solving the problem of *quantity* than that of *quality*. With the relatively new provision for compulsory attendance in the elementary grades, which is not yet fully effective, it should be only a few years until practically all children in the primary age group are accommodated in some kind of public, or approved private, school. However, at present, and for some years to come, unless present policies are changed, only a small proportion of children of secondary school age will apparently be cared for in the public, or private, schools.

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[3] The Bell Report, *U.S. Economic Survey Mission Report* (Manila: Philippine Book Co., 1950. P. 105-6; 113).

Major Developments in Financing Public Schools in the Philippines

During most of the Spanish regime private and religious schools for those selected to prepare for service to the King and to the Church were emphasized. There were no public schools nor was there any plan for the public financing of schools in the sense in which the terms are now used. A Royal Decree in 1863 provided for the organization of primary schools in the larger centers but did not authorize funds for their support. Some primary schools were partly financed from church funds and partly from local contributions but all instruction was under the direction of the parish priest.

During the Revolution against Spain, a decree issued by the Revolutionary Government provided for the establishment of a complete system of education, for the elimination of church control and religious instruction and required municipalities to provide for salaries of teachers and school supplies. However, there was no opportunity for this plan to become operative as the United States Government soon took over.

Thus at the beginning of the present century there was no national system of public schools supported by public tax funds in the Philippines but some municipalities had established schools, had begun to provide tax support and a beginning effort had been made toward elimination of church control of the schools.

PROVISIONS BY THE UNITED STATES GOVERNMENT

Elementary Schools. The basic policy of the United States relating to education in the Philippines was set forth by President McKinley in his instructions to the Philippine Commission dated April 7, 1899: "...[The Commission] should regard as of first importance the extension of primary instruction which shall be free to all, and which shall tend to fit the people for the duties of citizenship and for the ordinary avocations of a civilized community."

In its report of January 21, 1901, the Commission stated:

> The main support of primary schools will, when the government is fully organized, fall on the municipalities.... For some time books, stationery and teachers of English will have to be furnished all municipalities.... The ultimate aim will be to order the system so that each pueblo will support its own school.[4]

The first step toward implementing this policy was taken by the Philippine Commission on January 21, 1901. Sec. 13 of Act No. 74, designed to "insure the people of the Philippines a system of free public schools," provided that "each pueblo shall constitute a school district," with certain exceptions necessitated by topography and communication, and made it the duty of each municipal council "to make as ample provision as possible by local taxation for the support of all schools established within its jurisdiction."

Since this provision was indefinite, and since interpretation as to what constituted "ample provision" varied greatly, the Commission later required that:

> The proceeds of at least one-fourth of one percentum of the lands and improvements as assessed shall be devoted exclusively to the support of public free primary schools and the providing or erection of suitable buildings.[5]

Thus, the idea of local support of public free schools from property taxes was established. But the amounts derived from these taxes proved to be inadequate to meet the needs. Municipalities were also authorized to transfer from their general fund money for public school purposes within the area but, in practice, few or very limited transfers were made. The Insular Government, therefore, found it necessary from the beginning to provide some funds to assist the municipalities in providing schools. Beginning in 1909, a small percentage of the internal revenue collections was made available to the municipalities to assist in supporting schools but the need for funds from the Insular Government continued. Thus, the idea of free public primary schools supported by tax funds rather than by fees and tuition charges became established. However, the funds provided by national and local governments have always been too limited to meet the needs and voluntary contributions have not only been necessary but have served to demonstrate clearly the interest of the people in their schools.

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[4] The Philippine Commission Act No. 74, P. 111.

[5] The Philippine Commission Act No. 82, Section 43 (b).

Secondary Schools. The problems of providing and financing public secondary schools has presented even more serious difficulties. In the law providing for provincial governments, the Philippine Commission authorized the provincial board:

> To provide, if deemed expedient...., by constructing or purchase or renting such school building or buildings in the province as in the opinion of the board may be necessary, to be used for free secondary instruction... to include, in addition to academic and commercial subjects, manual training... and to provide for the payment of all expenses of maintaining such school or schools...[6]

It was hoped that the secondary schools would ultimately be entirely supported by provincial governments, but this objective was never attained. Provision was of course made for voluntary contributions which included fees (that were actually required rather than voluntary) of four pesos per student in the secondary schools and two pesos in the intermediate schools. During subsequent years fees had to be increased considerably, as pointed out later, and some support had to be provided by the Insular Government.

School Buildings. Most of the schools, at first, were conducted in borrowed, rented, or donated buildings that had not been designed primarily for school purposes. Many were constructed by the people of the community and generally were not permanent structures. However, one of the early acts of the Commission provided that part of the municipal appropriations or levies might be used for buildings and some were at least partly constructed by funds from this source. Still the problem of providing adequate buildings remained serious, so the Insular Government began to supply funds. From 1907 to 1919, under the Gabaldon Act, provision was made for aid to barrios and municipalities for construction of buildings. During this period, the plans for using the aid were recommended by the division superintendent of schools and the building plans were approved by the architects of the Bureau of Education and the Bureau of Public Works. However, in 1920 the responsibility for allocating building aid was transferred to a non-educational agency, and in 1925, under the Public Works Act of that year, was assumed by the Legislature.

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[6] Act No. 372.

Summary. Between the beginning of the present century and the establishment of the Commonwealth, considerable progress had been made in establishing and financing a system of public free schools in the Philippines. However, the problem of finance was never satisfactorily solved and because of this many of the other school problems continued without an adequate solution. The chief difficulties arose from (1) the necessity of developing a completely new school system in a country with a rapidly growing population, (2) the absence of a national language and a high rate of illiteracy, (3) the limited financial ability of a large proportion of the population, (4) the markedly uneven and inequitable distribution of financial resources, and (5) the necessity of developing a fair and equitable system of taxation to replace a system based largely on exploitation and exaction of tribute.

However, as pointed out by the Monroe Commission in 1925,[7] there were other serious problems and complications that handicapped the schools, including the following:

1) The Philippine public educational system had, as a general rule, no definite and assured source of support. Except

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[7] Paul Monroe *et al., A Survey of the Educational System of the Philippine Islands* (Manila: Bureau of Printing, 1925).

for the limited revenues from the real estate tax and the small internal revenue apportionment, all school support had to come from uncertain transfers from the general fund, appropriations, and contributions or fees. As a consequence long-range planning was generally impracticable.

2) There was constant danger of, and sometimes there was actual political interference in and control of educational affairs. This resulted from the system of providing most revenues through local or provincial transfers from the general fund and appropriations by the Legislature that often designated the amount to be provided for particular schools or school systems.

3) The system of providing appropriations and apportionments for buildings on an arbitrary political rather than on a sound professional basis (which began to develop about 1920 and was rather definitely established by 1925) was unsatisfactory.

4) The high degree of centralization, patterned somewhat after military procedures, tended to stifle or prevent the development of desirable local initiative and responsibility and often to thwart progress.

PROVISIONS BY THE COMMONWEALTH

The idea of complete local support for the public elementary and secondary schools, as set forth by the Commission, proved to be impracticable in the Philippines as has been the case in every nation. Complete local support, while feasible in some of the more wealthy communities, is neither practicable nor equitable throughout a nation. Consequently, a plan of dual and even triple support had, through necessity, developed in the Philippines. However, this system, likewise, had some inequities, because it did not fully recognize differences in local ability. The Commonwealth, soon after its establishment, undertook to solve this and other related problems through Commonwealth Act No. 381 passed by the National Assembly in 1938. This Act provided that:

1) Public primary education was to be supported by the National government, except sites were to be provided locally

and the City of Manila was to continue its average financial provision for schools.

2) Intermediate schools or grades in chartered cities, municipalities and municipal districts were to be supported by real estate taxes, the internal revenue allotment and other sources set aside for school purposes, except that the President was authorized, in the case of special need, to grant funds for a municipal district. These cities and districts were authorized to levy a tax of not more than two pesos per capita for improvement or extension of instruction in these grades.

However, these acts did not solve the problem, especially that of the intermediate grades, partly because most local governments did not levy the two-peso tax, but mostly because of the variations in local ability. Many municipalities could not adequately support their intermediate grades.

In 1940, on the recommendation of President Quezon, Commonwealth Act No. 586 was passed providing that (1) the National Government would assume the full responsibility for financing all elementary schools except the intermediate grades in chartered cities which were to be financed by those cities, and (2) the special school fund (derived from the real estate tax and the internal revenue apportionment) should be disestablished in all municipalities and municipal districts. The same act provided that grade 7 was to be eliminated, and that intermediate schools would include only grades 5 and 6. This step was taken in an effort to accommodate in the elementary grades a larger per cent of the children of elementary school age.

Sec. 2111½ of the *Revised Administrative Code of 1940* substantially continued previous provisions for financing provincial secondary schools. This section provided for maintaining in the provincial treasury a special fund to be known as the provincial school fund, the proceeds to be available exclusively for the maintenance of provincial schools. The fund was comprised of amounts made available for the schools by provincial boards, income from the operation of the schools and tuition fees.

The Japanese Occupation. The educational program in the Philippines was seriously disrupted and, in many areas, was discontinued during the period of the Japanese occupation. Not only were most of the children of school age not in school but a large proportion of the buildings and much of the equipment and supplies were seriously damaged or destroyed. The educational program in the Philippines still has not completely recovered from this disastrous period.

PROVISIONS BY THE REPUBLIC

The Republic of the Philippines, established July 4, 1946, attempted to continue most of the provisions for public schools that had been developed or modified under the Commonwealth. However, the problems that had accumulated during the war years seemed all but insurmountable. School property, according to the Property and School Plant Division of the Bureau of Public Schools, had been damaged to the extent of ₱126,000,000. Several million children who had reached school age during the war years had not attended any school and other millions had had no opportunity to complete the primary grades. The economic situation was confused and, in many respects, precarious.

The use of makeshift buildings, the establishment of double-single sessions and other similar emergency provisions became essential, and even then did not begin to meet the needs. Because of the demand for education, private schools, some of which were schools in name only, increased rapidly.

Gradually the public schools began to meet the needs more satisfactorily, particularly at the primary level. However, classes were still large, textbooks and other instructional materials far too limited, many teachers poorly prepared, and many buildings inadequate. Always there was too little money to meet the needs. Financial uncertainties handicapped planning and sometimes encouraged expedient action.

Sec. 5 of Article XIV of the Constitution of the Philippines provides:

> The government shall establish and maintain a complete and adequate system of public education, and shall provide at least free public primary instruction and citizenship training to adult citizens.

The Education Act of 1940 (Commonwealth Act No. 586) provided that every child enrolling in the first grade should complete at least the primary grades. In an effort to assure more effective implementation of this and other related provisions, Congress passed the Elementary Education Act of 1953 (Republic Act No. 896), requiring with certain exceptions, that all children ages 7 to 13 attend school, and providing for the restoration of grade VII, for the elimination of the double-single session and other emergency provisions, for the organization of multigrade classes where necessary and practicable, and for the organization of intermediate classes on the basis of five teachers for three classes or three teachers for two classes. However, because of lack of funds these provisions have not been fully implemented.

In addition, the Congress has provided funds for prefabricated buildings, designed by army engineers, for elementary schools, has made available "pork barrel" funds through Public Works for public school buildings, and has established additional national vocational secondary schools and colleges supported largely by national funds.

Summary. Under the Commonwealth and the Republic, the public schools have continued to be handicapped by lack of adequate financial support and uncertainties regarding funds. As pointed out by Report of the Joint Congressional Committee on Education to Congress:

> The shortage of funds responsible for the so-called school crisis has been of yearly occurrence. . . .
>
> Added to the inadequate school facilities is the problem created by the feeling held by parents and school patrons and expressed during the public forums that the present elementary and secondary schools are not good enough.[8]

The major educational developments relating to finance since the establishment of the Commonwealth and later the Republic, in addition to continuing centralization, have been:

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[8] Report of the Joint Congressional Committee on Education to the Congress, *Improving the Philippine Educational System* (Manila: Bureau of Printing, 1951, p. 345).

1) The provision for primary schools to be supported by national funds rather than by a combination of national and local funds.

2) The provision for intermediate schools to be supported by local funds in chartered cities, municipalities and municipal districts, later modified by the provision for these schools to be supported by national funds except in chartered cities.

3) The elimination of the separate school fund and tax levies in municipalities and municipal districts, making the schools completely fiscally dependent on other units of government for their support.

4) The increase in double-single sessions and other emergency provisions occasioned only in part by the problems growing out of the war.

5) The elimination of Grade VII.

6) The only partly successful attempt to provide compulsory education for children 7 to 13, and to require all children who enter the first grade to complete the elementary grades.

7) The increasing dependence of provincial (general) secondary schools on uncertain provincial grants and fees and particularly on the latter.

8) The great expansion of private schools, and especially of private secondary schools and colleges of greatly varying quality.

9) The tendency during recent years for Congress to establish and provide support for national vocational schools, no doubt partly as a result of the increasingly unfavorable financial position of provincial general secondary schools.

10) The continuing effort to provide buildings through Public Works "pork barrel" provisions and by supplying prefabricated units through the army engineers.

11) The continuing critical shortage of funds for schools.

12) The lack of a "financial structure and plan of administration that will make the funds appropriated available as needed."[9]

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[9] J. Cayce Morrison, with the assistance of Pedro G. Guiang and Fructuoso R. Yanson, *A Foundation Program for Financing the Public Schools in the Philippines* (Manila: Bureau of Printing, 1952, p. 5).

Present Provisions for Financing Public Schools

The present plan for financing schools in the Philippines is simple in outline, yet there are many complicating and sometimes confusing details that must be understood before there can be any satisfactory analysis or evaluation.

Theoretically, public schools are supported by public tax funds and private and denominational schools by private funds and donations. However, many public secondary schools are largely supported by tuition fees and contributions, and practically all schools rely to a great extent on funds from this source. Theoretically, the National Government supports the elementary schools, except for the intermediate grades in chartered cities, and the provinces and municipalities support the secondary schools. However, actually some municipalities help to support primary or intermediate schools, and the National Government and students support many secondary schools providing vocational programs. Theoretically, the chartered cities, municipalities and provinces should be able to develop the kinds of schools they need within the limits of available financial resources, but actually many of them are handicapped or restricted in numerous respects.

ELEMENTARY SCHOOLS

Primary Grades. There are no kindergartens financed by public tax funds in the Philippines, but some, supported by fees and donations are operated in connection with public schools. The primary schools, grades 1-4 inclusive, are basically financed by appropriations made by Congress from national funds. No matriculation or tuition fees are charged or permitted in those grades. However, an annual voluntary contribution of 50 centavos per pupil is established by executive order for medical and dental services. Moreover, in some schools the Parent-Teacher Association, as one means of raising funds, endeavors to collect a "promotion" fee from each member on the basis of the number of children he has in school. This usually does not exceed ₱2.00 per pupil per year. Other donations and contributions are frequently made for the support of individual schools but are not reported separately for primary schools.

Textbooks presumably are provided and financed by the National Government for both primary and intermediate grades. However, the supply during recent years has been seriously inadequate.

Intermediate Grades. The intermediate schools included grades 5, 6, and 7 before 1940, but since that time have included only grades 5 and 6. Grade 7 has not been restored because of lack of funds although the restoration has been authorized by Congress. The basic support for the intermediate grades is provided by the National Government except for schools in the 29 chartered cities. In one of these, Butuan, the support is provided by the National Government, but in the other 28 the intermediate grades must be financed by local (city) funds. A matriculation fee of ₱2.00 per pupil is charged in these grades to provide a fund for purchase of library books, supplementary readers, athletic equipment, and other instructional materials. The 50 centavos per pupil authorized as a voluntary contribution for medical and dental services in all public schools is, of course, collected for the intermediate grades. The contributions and local appropriations are not separately reported for these grades.

Elementary Summary. The amount and percentage of funds from various sources for the current expense of the elementary grades in 1957-1958 are given below:

A. *All Schools Except Those in Chartered Cities*

Source	*Amount*	*Per Cent of Total*
National Government ..	₱157,682,520.00	95.87*
Local Government (Municipal, etc.)	No report	00.00*
Fees	1,948,574.40	1.18*
Donations and Gifts ...	4,858,496.70	2.95*
Total	₱164,489,591.10	100.00
Amount Per Pupil (3,134,514 enrolment)	₱52.48	

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* Of reported funds.

B. *Schools in Chartered Cities*

Source	*Amount*	*Per Cent of Total*
National Government ..	₱ 13,654,470.00	53.38
City	11,418,046.84	44.65
Fees	228,606.43	.89
Donations and Gifts ...	277,283.84	1.08
Total	₱ 25,578,407.11	100.00
Amount Per Pupil (433,256 enrolment) ..	₱59.04	

GENERAL SECONDARY SCHOOLS

At first, secondary schools in the Philippines tended to be chiefly academic institutions. There was very little work of a vocational nature except in a few schools and for a comparatively few students. This program was consistent with the traditions of the time in the Philippines. As pointed out in the Report of the Board of National Education for 1955-1957:

> Because of the social heritage from Spain that gives undue importance to the white collar jobs, our people value the academic pursuits... But this attitude is slowly changing.[10]

During recent years more and more secondary schools have been converted into vocational institutions of one kind or another, sometimes without adequate planning. There are comparatively few comprehensive secondary schools such as are commonly found in the United States and are being developed in England. Partly as a result of these developments and because of the great upsurge in private secondary schools, the public general secondary schools have had a difficult time financially. As stated in the report of the Board of National Education: "One of the recognized weaknesses of the present system of secondary education is its lack of adequate and stable financial support." [11]

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[10] Report of the Board of National Education. *General Educational Policies* (Manila: Phoenix Press, Inc., p. 182).

[11] *Ibid.*, p. 224.

The general secondary schools receive no funds for current expense from the National Government (except for Palawan and Sulu high schools). They are supported entirely by transfers from the general provincial funds made by provincial boards, by fees, by contributions and donations, and by income from canteens and similar activities carried out by the schools. However, in some of the provinces only limited transfers are made by provincial boards. Moreover, the amount to be provided is often uncertain until late in the school year or even until after it ends. Consequently the general secondary schools in many provinces have had to depend largely on fees and donations. In this sense, while they are publicly controlled, many are largely privately financed. In 1956-57, the tuition fees collected ranged from ₱17.50 (Manila) to ₱102.00.[12] Manila removed all tuition fees the following year. In 1957-58 more than 57 per cent of the support came from fees. A study made of the financing of the general high schools for school year 1956-57[13] indicated the following sources of funds. (This study included 277 of the 283 general secondary schools.)

33 depended solely on tuition fees.

176 in addition to the collection of tuition fees, received some provincial aid.

73 in addition to the collection of tuition fees, received some municipal or city aid.

106 in addition to the collection of tuition fees received assistance in money or in kind from other miscellaneous sources.

All secondary schools charge a fee of ₱2.00 per student. Sixty per cent is spent for library books; 40 per cent for athletics and other activities. A fee of 50 centavos (voluntary) is collected for medical and dental services. Textbooks are not provided by the National Government for secondary schools but are either rented to the pupils or purchased by them. However, there is a serious shortage of suitable books in the high schools as well as in the elementary schools.

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[12] *A Committee Report on Financing and Administration of Secondary Program*, 49th Annual Convention of School Superintendents, p. 3.

[13] *Ibid*, p. 2.

The amount and percentage of funds for current expense received by the general secondary schools from various sources in 1957-58 were as follows:

Source	*Amount*	*Per Cent of Total*
National Government *	₱ 579,705.39†	2.87
Provincial Government	7,271,320.71†	35.98
Municipal Government	86,356.94†	.43
Fees (Matriculation & Tuition)	8,828,074.85†	43.69
Donations and Contributions	305,514.39‡	1.51
Taxes, Int. Rev. Allotment, etc.	2,912,139.93†	14.41
Miscellaneous	224,823.99†	1.11
Total	₱20,207,936.20	100.00
Amount per Student (197,089 enrolment)	102.53	

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* Palawan and Sulu High Schools are supposed to be the only high schools to be given aid by the National Government. However, the trial balances as of June 30, 1958 for different provinces indicate some national aid to different high schools for implementation of salary scale.

† Figures taken from trial balances of June 30, 1958.

‡ Figures taken from 1958 Statistical Bulletin. The ratio for high school enrolment of 224,665 was computed from the total voluntary contribution: $\frac{\text{₱}5,754,172.59}{3,807,643} \times 197,089$. The amount derived was added to the figure taken from trial balances.

VOCATIONAL SCHOOLS

Prior to 1927 there was no special appropriation for vocational schools. Act No. 3377 (1927) provided for vocational schools and appropriated ₱500,000 for this purpose. Vocational schools were to have no tuition fees and were to be financed by the provincial and national governments on a 1 to 2 matching basis. The local (provincial) support did not materialize and the fund matching feature of Act No. 3377 was never fully implemented. Commonwealth Act No. 313 (1938) authorized the creation of additional vocational schools and additional funds were provided. Republic Act Nos. 175 and 364 first permitted vocational schools to charge fees. Some of these schools do not charge a tuition fee and in general the fees are less than those of the general high schools. More recently, specific acts of Congress have converted a number of existing high schools into vocational schools and have authorized new schools. Expenditures for vocational schools in 1958-59 amounted to ₱17,789,804 of which ₱14,718,939 or 83 per cent came from the National Government and ₱115,740 or one-half of one per cent from the provincial or local governments. Fees and income from production amounted to ₱2,955,125 or 16.5 per cent. This amounted to ₱304 per student for the enrolment of 58,505 students.

Vocational schools vary in curricula (agricultural, trade and fishery) and in the area which they serve (regional, provincial and municipal), but all are financed in general by the National Government. Some vocational schools offer post-high school training; a few provide for degrees in vocational teacher training. Chapter IV describes the various vocational schools and their activities.

These schools are usually much better equipped, have lower class loads and sometimes are in a position to pay higher salaries to teachers than are other secondary schools. Their funds from national sources are provided through a lump sum appropriation and usually include money for buildings and equipment, (the generally established ratio governing use of the appropriations is 70 per cent for salaries, 20 per cent for operation and maintenance, and 10 per cent for buildings and equipment) and consequently many of them are in a position to have a reasonably adequate school plant. The vocational schools have also received much greater international aid for buildings and equipment than any other schools.

SCHOOL BUILDINGS AND SITES

One of the major problems relating to education in the Philippines has always been the inadequate provision for the construction of school buildings and the purchase of school sites. For many years most of them were provided by the people served by the schools, sometimes with the assistance of a transfer of appropriation by the municipal council or provincial board. In fact many buildings, particularly in rural areas, are still provided in that manner. However, for many years the National Government has been providing some assistance for certain schools. In 1957-58, the amount for buildings and sites provided by local donations of funds, materials and labor amounted to ₱5,391,749.68 for the elementary and secondary schools. No data were available concerning the amount provided by local agencies of government (provincial, municipal and city). The National Government provided ₱27,781,100 in Republic Act 1900.

An urgent problem resulting from limited funds and inadequate planning in most schools, is maintenance. Repairs and upkeep for many buildings have been neglected for so long that the cost of renovation would greatly exceed the expenditure for a normal adequate maintenance program.

The Public Works Fund. Each year for many years Congress has appropriated some funds for school buildings through Public Works. Since 1925, as previously indicated, these appropriations have usually been made for specifically designated buildings in amounts set forth in the Act. This has appropriately come to be known as the "pork barrel" plan. During the last few years rather substantial amounts have been provided. The chief difficulty has been that there has been no national plan to determine needs and to assure that the most urgent needs are met in the order of priority. Moreover, as indicated by the commonly used title, the procedure is increasingly subject to political considerations. People and Congressmen with the most influence may obtain more liberal appropriations than others, or may obtain the release of an appropriation with a minimum of delay. When the amount is inadequate, a building may be started but cannot be completed unless a further appropriation is made or the necessary donations received. When an appropriation has been made and a building cannot be completed the unused balance may be carried over and used during a subsequent year. The amount appropriated for Fiscal Year 1959-60 (Republic Act No. 2093) was ₱8,969,387 for elementary and secondary schools. Most of this was used for elementary school buildings. The amount for buildings at national schools, commonly included with the appropriation for a particular school, is not included in the total given above.

Prefabricated Buildings. Under President Magsaysay, a plan was developed for the Army engineers to provide standardized economical prefabricated buildings, especially for primary and intermediate schools. These buildings have helped to relieve the critical shortage in many areas. While the units are provided by the National Government in designated sizes (usually 6 by 9 or 6 by 14 meters), the cost of labor for erecting the buildings has to be furnished locally. The cost per unit for prefabrication has been about ₱2500 and the cost of erection from ₱300 to ₱500, except where local modifications are necessary. Former Secretary of Education Manuel Lim, pointed out that the useful life of many of these buildings is from three to five years and that the acute building problem will recur in many of those communities after that time.[14] Some of the units provided recently, if properly constructed and maintained, should have a considerably longer useful life.

Rep. Act No. 836 of 1953 provided ₱20,000,000 primarily for elementary school buildings every year for five years. According to the provisions of the act the share of each province and city was to be allocated on the basis of the number of public elementary school pupils not housed in permanent public elementary school buildings, in relation to the total number of such pupils in the entire country. The Secretary of Education is required to submit a report at each session of Congress giving the allocation and a recommendation regarding the buildings to be constructed during the year in each division. While this plan has been generally followed there have been some problems and exceptions.

Under this plan, Congress, for the fiscal year 1955, passed Republic Act No. 1200 appropriating ₱20,000,000. All this amount has been expended. For the fiscal year 1956, Congress passed Republic Act No. 1411 for another ₱20,000,000. Of this amount, ₱58,600 remains unexpended. For the fiscal year 1957, Congress approved Republic Act No. 1613 for another ₱20,000.000, of which ₱6,626,223 remains unexpended. For the fiscal year 1958, Congress passed Republic Act No. 1900 for another ₱20,000,000. Of this amount, ₱19,379,150 still remains unexpended. At the beginning of 1960, the total amount remaining unexpended from the four appropriations totalling ₱80,000,000 was ₱26,063,973.00. Hence, Congress did not appropriate for the fiscal year 1959 the sum of ₱20,000,000 for school buildings. However, for the fiscal year 1960, Congress approved Republic Act No. 2301 for the fifth ₱20,000,000. This amount has not yet been released for expenditure.

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[14] Manuel Lim, ***Shortcomings of the Philippine Educational System, Remedial Measures Adapted, and Proposed Solutions*** **(Manila: Department of Education, May 15, 1959), p. 41.**

Although these units presumably are allotted on a priority plan based somewhat on need, it seems apparent that influential persons have been able to obtain more adequate or prompt provision of units for certain communities than has been the case in other less favored communities.

Special Provisions. From time to time funds have been allotted by the President from his contingent fund or by Act of Congress to meet emergency building needs caused by disasters or other unusual conditions. However, there is no regular appropriation for this purpose.

SUPPLIES AND EQUIPMENT

The amount provided in the budget for supplies and equipment has been far too limited to meet the needs. The amount appropriated by the National Government for fiscal year 1959-60 for elementary schools (general secondary schools do not receive any national funds and vocational schools have separate appropriations) is ₱2,033,080 for supplies and ₱609,600 for equipment or less than ₱1.00 per pupil. Part of this, as in prior years, will probably not be available because of "forced savings." In fiscal year 1958-59, out of an appropriation of ₱2,340,720, there was a "saving" of ₱115,630. Except for the amount provided for textbooks for elementary schools, the funds are released quarterly. Because of late release of funds, delays in approval of requisitions for one reason or another, and materials that cannot be delivered before June 30 and therefore cannot be paid for, the amount appropriated is practically never all used. Thus, there is a "forced saving" in spite of urgent needs that are not met. Local funds, if available, may of course be used but in very few schools are they at all adequate.

The procedures in purchasing supplies and equipment, except for textbooks, are similar for all but national schools. Generally any semi-expendable item costing ₱10 or more is considered equipment. Purchases of items costing less than ₱100 may be made locally at the lowest price available, with the approval of the superintendent. Ordinarily, for items costing up to ₱300, informal bids will suffice. For items or requisitions above that amount three written bids are necessary except in certain situations. The purchase of any item costing ₱100 or more must be approved by the Secretary of Education.

Requisitions for items not available locally and for any item costing more than ₱100 must be sent with supporting papers to the Bureau of Supply Coordination through the Director of Public Schools and the Secretary of Education for approval. This, however, does not apply to desks and other items made by and purchased through trade schools. Requisitions for items costing more than ₱2,000 must be submitted to and approved by the Secretary of Education as well as by the Bureau of Supply Coordination, and certain materials must also be tested by the Bureau of Science and approved by the General Auditing Office.

These procedures are designed to be of service to the schools as well as to assure that funds are expended economically. As the system operates, however, there are a number of aspects that result in handicaps and sometimes in lack of economy. Many times approval requires such a long time that materials requested are no longer needed for the purpose intended, or the end of the fiscal year has arrived and funds are no longer available. In either case there is no justification for any agency to make claims regarding the "savings" it has brought about because there has not actually been a saving. Actually the schools have been handicapped because the need has not been met, and the supplies and equipment may have to be purchased later, perhaps at a higher price, after the entire time-consuming procedure has been repeated.

In some cases savings have been effected by the procedures followed. However, for certain types of items the purchase price has been higher and much more time and man hours of paper work have been involved than if equal quality items had been purchased locally with proper safeguards. In fact, the present procedure is so unsatisfactory and time-consuming that many superintendents attempt to keep individual requisitions below the amount that would involve them in what they consider unnecessary red tape.

The process becomes completely indefensible when an expensive and badly needed machine or piece of equipment must stand idle for several weeks or even months, as has sometimes happened, because approval for purchase of necessary repair parts involves considerable delay.

Most textbooks and forms must be printed by the Bureau of Printing. The idea seems good because uniform quality is, or should be, assured. However, many times, because of the delay occasioned by other necessary work, forms have not been available when needed. In such cases superintendents, or even principals and teachers have had to mimeograph or otherwise prepare the necessary forms. The printing of urgently needed textbooks has sometimes been sufficiently delayed that many pupils and teachers have been handicapped.

Textbooks for secondary school pupils are made available through a rental system. The fees collected must be transmitted to the national treasurer. Many superintendents point out that if the funds could be retained locally, many delays and uncertainties would be avoided, rental collections could be improved, and some additional funds made available for instructional materials for the schools.

BUDGET AND APPROPRIATIONS

As already indicated, there are no fixed or stable sources of income for the schools in the Philippines. The local property tax and the portion of the Internal Revenue Fund formerly set aside specifically for schools were discontinued in 1940. Since that time the schools have had to depend entirely on transfers from municipal and provincial governments, appropriations by the Congress, fees and contributions. There is no assurance that the amount provided will meet the needs resulting from growth and increased costs or, particularly in the case of local transfers or appropriations, even whether the amount available during the previous year will be provided. Moreover, when appropriations are made there is no firm assurance that the entire amount will be released. Often a five per cent reserve is imposed on a total appropriation as an appropriation act provision. The Department and the Bureau then have to determine from what item or items the cut will be made. For other items there is likely to be a "forced saving" such as regularly occurs in connection with appropriations for supplies and equipment, as was already pointed out. Therefore there is much uncertainty, and good planning becomes almost impossible.

Budget for National Funds. The appropriation act providing national funds includes many detailed items for practically all agencies of Government. For example, Republic Act No. 2300 providing for the appropriation of funds for the operation of government during the period July 1, 1959 to June 30, 1960, has 310 printed pages (pages 930 to 1239 inclusive) devoted to the detailed appropriations for the Department of Education. The complete Appropriations Act comprises 1730 pages plus a summary of 11 pages. The pages devoted to the Department of Education do not include the appropriations for Public Works funds used for school buildings, for prefabricated buildings for schools, those for personnel in the Bureau of Supply Coordination and Budget Commission devoting attention to school problems, and certain other related items.

The appropriations for the Office of the Secretary of Education, for each of the Bureaus and agencies of the Department, for each school division, (provinces and chartered cities) and for each special school (except for some of the vocational schools for which there is only a lump sum appropriation) are very detailed. For example, for the Division of Abra the number of instructional personnel, clerks, janitors and the classification and salary for each are given in full line detail. On the other hand, the appropriation for the Antique School of Arts and Trades, as an example, is merely given as ₱200,500.00; no details are listed for personnel or other limitations specified as to use of the funds provided.

This can mean but one thing (exclusive of the minor exception noted below): Neither the Department of Education nor the provincial or city school divisions can have any leeway as far as their program for use of national funds for personnel is concerned. There is some limited leeway for local discretion for the use of national funds for traveling expenses, supplies and materials, sundry expenses and equipment outlay, as only a lump sum is specified for each of these items for each school division.

There is, however, limited provision for minor adjustments in certain instances. For example, any savings in appropriations for the Bureau of Public Schools may be utilized for (1) the opening when necessary of additional primary classes, (2) the temporary employment of substitute teachers to take the place of regular teachers on certain types of leave, and (3) certain expenses needed for the opening of additional classes. The Secretary of Education is also authorized to transfer positions from one chartered city where the enrolment has dropped to another where it has increased, and to exchange positions of teachers, where applied for, carrying their rates of salaries, from one school division or chartered city to another. In practice, however, these provisions have little meaning or significance.

Local Budgets. The division superintendents do not prepare budgets for primary and intermediate schools since these schools are supported by national funds (except for the intermediate grades in chartered cities). The Bureau of Public Schools prepares the necessary financial information for the Budget Commission based on the positions and salary schedules of the previous year. Separate proposals are prepared for recommended changes and for estimated extension classes needed. The latter are based partly on estimates submitted by division superintendents.

Budgets for each secondary school (except national schools) must be prepared by the secondary school principals, recommended by the division superintendent and approved by the provincial or city board in which the school is located for inclusion in the provincial or city budget. These budgets include: (1) the estimated income from (a) tuition fees and (b) transfers from the general fund; and (2) the estimated expenditures for (a) salaries, (b) wages, (c) sundries, and (d) equipment. The estimated income must equal the estimated expenditures. There is no provision for a balance. However, these budgets can not be completed for submission to the Bureau of Public Schools (for record and filing purposes) until the general fund budget of the province or chartered city in which they are located has been approved by the Department of Finance. Since this approval in some cases is not forthcoming for several months after the fiscal year begins, the school budgets may not be submitted until near or after the close of the school term. In such cases they are almost meaningless as budgets and may be nearly as meaningless for record purposes.

The budgets for the national vocational schools are prepared by their respective superintendents or principals and submitted to the Bureau of Public Schools and to the Budget Commission through the Department of Education, early in the fiscal year, for approval. The Budget Commission may reduce or reject any item and official approval may, in some cases, not be granted for several months.

SALARIES OF INSTRUCTIONAL STAFF

Presumably all teachers and other instructional staff members are paid in accordance with a salary schedule or plan prescribed by the Wage and Position Classification Office (WAPCO). Actually, however, the salary paid may be considerably less in some cases than the amount set forth in the plan due to failure to implement fully the WAPCO pay plan.

The salary schedule is based on the idea of "equal pay for equal training and experience" for each of the various classes or levels of responsibility. The five classes are:

1. Elementary and secondary classroom teacher.
2. Elementary school head teacher; secondary school head teacher I (small schools); Guidance Coordinator.
3. Secondary school head teacher II (larger schools).
4. Secondary school head teacher III (still larger schools).
5. Secondary school head teacher IV (largest schools); Arts and trades instruction supervisor II (large schools).

There are three categories of equivalents as follows:

I. Those based on years of public school teaching experience

II. Those based on comparative titles or degrees, and

III. Those based on specific areas of professional activities including teaching experience outside of the public schools. Units are allotted for many specified kinds of professional activities ranging from professional study, through work experience, travel and authorship.

Each class or level is assigned certain range numbers, each of which provides for five salary classifications based primarily on preparation. The lowest salary in each range is, of course, for persons having less than the Elementary Teaching Certificate (ETC); that is, less than the two year collegiate normal course or equivalent. Next come those having the Elementary Teaching Certificate, followed by the holders of the Bachelor of Science in Education, then by those holding the BSE-plus 20 units, and finally by those holding the Master of Arts or equivalent.

The annual salaries in pesos authorized for each of the ranges included in the plan for 1959-60 are as follows:

Range 24 (1884 1980 2088 2196 2304)
Range 26 (2088 2196 2304 2424 2544)
Range 27 (2196 2304 2424 2544 2676)
Range 29 (2424 2544 2676 2808 2952)
Range 30 (2544 2676 2808 2952 3108)
Range 31 (2676 2808 2952 3108 3264)
Range 32 (2808 2952 3108 3264 3432)
Range 33 (2952 3108 3264 3432 3612)
Range 34 (3108 3264 3432 3612 3792)
Range 35 (3264 3432 3612 3792 3984)
Range 36 (3432 3612 3792 3984 4188)
Range 37 (3612 3792 3984 4188 4404)
Range 38 (3792 3984 4188 4404 4632)
Range 39 (3984 4188 4404 4632 4860)
Range 40 (4188 4404 4632 4860 5112)

The salaries of principals, division supervisors and provincial supervisors are based on the same general plan but the higher range numbers are used. Principals of small barrio schools may come in range 30, those of larger schools may go as high as range 40. Generally, salaries of district supervisors come in range 39, and those of provincial supervisors in range 40.

The salaries of division superintendents are set forth in the Budget Act in accordance with the classification in which the division falls. They range from ₱5,100 to ₱7,200 per year. The salaries for superintendents of Regional and National Schools are determined in accordance with policies established by the Bureau, but tend to be higher in proportion to the number of teachers employed than those of division superintendents.

Salaries of teachers and other instructional personnel are supposed to be paid monthly for twelve months beginning July 1 (schools begin early in June). However, especially in the general secondary schools as previously noted, there is usually considerable uncertainty regarding the amount of funds to be transferred by provincial boards or city councils, as well as regarding fees. In many cases, teachers have been paid only for the months the school is in session and have not received all their pay during the school vacation period. However, in some cases, the salaries are reported as paid according to the schedule and the amount unpaid is listed under "donations," to balance the report. Actually these teachers may receive several hundred pesos less than their salaries in the schedule or as reported. Thus, a teacher scheduled for a salary of ₱2088 may receive only ₱1800, and may "donate" the difference. It would be much more realistic and fair to the teachers and to the public for the reports to show the actual salaries paid, and to list the amount due or unpaid.

As a result of the limited funds available for supplies many teachers must provide their own instructional materials including duplicating. Thus, again the actual salary may be less than the amount shown, and of course the most conscientious teachers are most heavily penalized.

Teachers are called on to help with numerous "drives" for funds and apparently are sometimes assigned quotas of funds to collect from their pupils. In some cases teachers have been known to make up part of their quota out of their own salary. When this occurs it has the effect of further reducing the salary below the amount shown by the schedule and reported on the records.

Deductions are of course made from the scheduled salaries for income tax, retirement and insurance. Payrolls (plantilla) for salaries of elementary teachers (except for teachers in intermediate grades in chartered cities) are prepared by district supervisors, approved by the Division Superintendent and sent to the IBM Disbursement Section of the Bureau of Public Schools (formerly under the Budget Commission) where warrants are prepared. Any necessary adjustments resulting from absence or for other reasons, are made during a subsequent month or at the end of the year. Teachers in remote areas sometimes have to take a discount to get their warrant cashed by a private party where no bank is available.

Payrolls for secondary teachers (except those in vocational schools), are prepared by the high school principal, approved by the superintendent, and salaries are paid by the municipal, city or provincial treasurer.

The vocational schools with their own auditing and bookkeeping units prepare their own payrolls, and, in some cases, *draw a warrant for the* total amount of the payroll. This warrant is then cashed so each teacher can be paid in cash, for which a receipt is signed.

All teachers are covered by the retirement system. For elementary schools and the secondary vocational schools supported by the National Government, the government provides one half of the retirement contribution for each teacher and the teacher provides the other one half. For the general secondary schools and intermediate grades in chartered cities, the province or city, as the case may be, provides one half, and the teacher the other half. The plan has been developed on the basis of actuarial studies, and is reasonably realistic, except for the fact that the salary base for many teachers is low and consequently the amount provided for retirement is low. A teacher who has served for 35 or more years and retires at the age of 65 may retire at approximately 70 per cent of his or her average annual salary during the last five years of service.

EXTENSION CLASSES

As previously indicated, the regular budget and appropriation for the elementary public schools are based on the number of positions and schedules of the previous year. This plan does not allow or provide for growth. However, the number of elementary school age children is increasing about 125,000 a year. Many children of school age are not in school, and a large number of pupils in many areas are on the double-single session or some other emergency plan.

The practice of providing for some increases in teachers and enrolments through what are called "extension classes" has developed and been followed for some years. While this plan provides some urgently needed relief, it is actually only a makeshift device that has many objectionable features, including the following: (1) Schools regularly open early in June, but usually there is no authorization for extension classes, and no funds are released for that purpose for a month or six weeks after schools open. (2) There is necessarily considerable uncertainty as to what or how many classes will be authorized. (3) Many children are delayed in starting their work for the year. (4) Political pressure and influence are apparently more likely to be brought to bear in the appointment of teachers for extension classes than in the case of teachers for regular classes.

During the past ten years the number of extension classes authorized has averaged slightly more than 3,000 each year. The major exceptions have been in 1954-55 when only 695 classes were authorized, and in 1958-59 when the number was 7,020.

The expenditures authorized for extension classes have averaged a little more than 3 per cent of the amount appropriated for regular classes.

MEDICAL AND DENTAL SERVICES

Provision is made for limited medical and dental service for pupils in all public schools. A special fund, known as the

Fiduciary Fund, was established by Act of Congress to assist in providing these services. Each pupil is expected to make a voluntary contribution of 50 centavos annually to help to support these services. The sums collected are deposited in the respective provincial or city treasuries. Eight per cent of the amount collected is transmitted by each province and city to a central office for these services in Manila (in the Bureau of Public Schools) and deposited in the National Treasury for the operation and maintenance of the office. For the year 1960, Congress authorized ₱1,824,320 to be paid from the voluntary contributions for the operation and maintenance of medical and dental services of the Bureau of Public Schools established in the provinces and cities. However, any unallocated balance in any division may be used for additional personnel and other necessary expenses with the approval of the Director, the Secretary and the Budget Commission.

ALLOCATION AND EXPENDITURE OF FUNDS

National Funds. The national funds, other than building funds, are administered as follows for the elementary schools:

The funds for salaries are not distributed to the divisions but are disbursed monthly as warrants to teachers. The amount appropriated for each division respectively for (a) travel expenses, (b) supplies and materials, (c) sundry expenses, and (d) equipment outlay, is released and transmitted quarterly to the division superintendent of schools through the provincial or city auditor. However, each amount is considered a separate fund and must be used only for the purpose for which it is appropriated. If any part of any appropriation is not used by the end of the year, it reverts to the National Treasury for the general fund. These various funds are expended on requisition by the superintendent subject of course to regulations and restrictions by the Bureau or by law regarding the procedures and purposes for which the funds may be used.

The amounts appropriated for vocational schools are also released quarterly to the superintendents of these schools, where there is a superintendent; otherwise they are transmitted to the superintendent of the division in which the school is located.

Such breakdowns or separate accounts are required within the special account for the school, as are prescribed by the Appropriation Act or as required by the Budget Commission.

Local Funds. The only local funds for elementary schools, other than receipts from fees for medical and dental services previously discussed, are those provided by appropriations or transfers by municipalities or cities, those derived from matriculation fees in the intermediate grades, and receipts from donations and funds collected by the P.T.A. The transfers from municipalities or cities for current expense are disbursed on requisition of the district supervisor and approval by the superintendent. Receipts from matriculation fees are held by the municipal treasurer and disbursed for library books, supplementary readers and athletic supplies in the schools of the municipality on requisition by the district supervisor and approval by the superintendent. Funds collected by the P.T.A. are not considered public funds and are disbursed by the P.T.A. Profits from canteens and other activities are usually handled in a similar manner.

Transfers from provincial funds and fees for high schools are disbursed on requisition of the superintendent, subject to audit by the provincial auditor and verification by the treasurer that sufficient funds are on hand to cover the expense. In some cases treasurers have misinterpreted their functions and attempted to pass on the wisdom or desirability of the expenditure, but fortunately this has occurred only in a few provinces.

SAFEGUARDING SCHOOL FUNDS AND PROPERTY

Quite detailed and, in some cases, rather elaborate steps and procedures have been developed in the Philippines to safeguard school funds and properties. Some of the more important are briefly explained below:

Handling Funds. Efforts have been made to reduce to a minimum the necessity for school officials and employees to receive, hold or disburse school funds in the form of cash. This is a wise provision but in the Philippines it is difficult to administer because of the heavy reliance on fees and other similar income in the secondary schools and because there is no local or provincial board of education to determine policies or establish needed local safeguards.

The matriculation fee for the intermediate grades is collected by a representative from the office of the municipal treasurer and an official numbered receipt issued. The fund is held by the municipal treasurer and disbursed on requisition of the appropriate district supervisor and approval by the division superintendent. A similar procedure is followed for the secondary schools except these fees, along with other fees for secondary school students, are collected and held by the provincial or city treasurers to the credit of the school in which they are collected and disbursed on requisition of the principal and approval by the superintendent.

The 50-centavo voluntary contribution for dental and medical services for all grades is collected by the principals and teachers in the various schools, receipts issued and the proceeds transmitted to the municipal, city or provincial treasurers. Disbursement of the funds remaining to the credit of the division (after 8 per cent is sent to the Bureau of Public Schools for national services in this field) is by requisition of the superintendent.

In all national schools, fees are collected by a clerk and they are transmitted to the bank designated as depository for the school. Receipts from national funds as well as from the sale of products are also deposited in this bank to the credit of the school. Disbursement is usually by check on a requisition approved by the superintendent or principal.

Accounting for Funds. The records concerning salaries due teachers and other employees in the elementary schools are maintained for each division by the Budget Commission because national funds for that purpose are disbursed on the basis of payrolls submitted by superintendents.

Until this year the detailed accounts covering receipt and expenditure of national funds transmitted to each division for other than salary purposes in the elementary schools were kept by the provincial or city treasurer rather than by the office of the superintendent of schools. However, the superintendent now keeps these accounts. The municipal or city treasurer still keeps the accounts for all funds for secondary school purposes and disburses these funds on requisition by the superintendent, except in the case of the national vocational schools.

Textbook rental in the secondary schools presents a number of problems. Fees are collected by a representative from the treasurer's office or by teachers under his supervision. Sometimes there is a surplus of unrented books in one school in a division and a shortage in another nearby. Frequently the treasurer's office has difficulty in reconciling the funds transmitted to the National Treasury with reports from the schools.

Accounting for Property. School property is classified as (1) national, when purchased with national funds, (2) national-municipal, when purchased with the aid of national grants to municipalities, (3) provincial or city, when purchased with provincial or city funds, (4) municipal, when purchased with municipal funds, and (5) donated, when purchased with contributions.

All equipment and other property in each school is inventoried annually following the close of the school year. The inventory must be reconciled with that for the previous year. Appropriate employees in the school are held responsible for any unauthorized discrepancies that represent losses.

Auditing. All expenditures from national funds, including those for salaries of personnel in elementary schools, are audited by the supervising auditor assigned by the auditor general's office to the Bureau of Public Schools. Expenditures from city funds and fees in city schools are audited by the city auditor; those in provincial schools by the provincial auditor's office. An audit-clerk is assigned to each national school to handle what amounts to the pre-auditing of expenditures by the school.

The only serious difficulty that seems to have arisen has been in divisions where the auditor, or in some cases, the treasurer (who must make sure that adequate funds are on hand to permit payment before an expenditure is approved) has refused approval because the wisdom or necessity of a proposed purchase has been questioned. Thus, the proper functions of the auditor or treasurer have sometimes been confused with those of school officials.

Reports. Many reports involving some financial information are expected of school officials each year. In fact, the amount of paper work expected or required has constituted, for years, one of the problems of school administration as well as of other aspects of government. Unfortunately, much of the information in various reports seems soon to become buried in the files and consequently, while much detail is provided, some of the urgently needed key information is difficult to obtain.

The annual reports which should provide much of the information needed for studies and analyses of the finance program are usually submitted during the end-of-the-school-year vacation period. While they can include complete and accurate information on attendance and other aspects of the program, the data on finance are often incomplete. For example, some municipal or provincial transfers of funds for schools may not be included in the annual report for the schools.

Because different specialized reports are sent to different divisions or agencies, because of variations in procedures such as those for reporting unpaid vacation salaries for teachers, and because of other factors, it is difficult to obtain complete, reliable and up-to-date information involving certain aspects of school finance.

Bonding and Insurance. All officials who regularly handle school funds or property are required to be bonded in amounts designated in order to protect the schools from financial loss. The only school officials involved are property clerks, financial clerks, principals, and superintendents.

Republic Act No. 656 (1951) requires the insurance of school buildings against casualty losses. The insurance is usually carried with GSIS but is not always covered because the premiums are not included in the annual budget of the Bureau of Public Schools. Insurance against loss by typhoons is unobtainable in some areas and would be very expensive in many others, so is seldom carried.

OFFICE OF THE DIVISION SUPERINTENDENT OF SCHOOLS

The National Budget Act each year specifies the salaries for the superintendents of schools in each category, as previously noted; specifies the classification and salary for each position in the superintendent's office (except for the assistant superintendent which must be financed by provincial or city funds) and for each provincial and district supervisor, and prescribes the amount for travel. Unfortunately, in many cases, the number of positions authorized has not kept pace with the increase in enrolments, and in responsibilities. The office space, equipment, and most supplies are expected to be provided by the province or city. In many cases what is provided is not by any means adequate to meet the needs.

THE TEACHER-TRAINING INSTITUTIONS

Since teacher training for public schools is compartmentalized, the appropriation for various aspects are also separate and distinct. Thus, the appropriations for the University of the Philippines include the funds for preparation of general secondary teachers and administrators; those for Los Baños and certain national vocational schools include amounts for preparation of vocational teachers; those for the eight normal schools and the Philippine Normal College include amounts for the preparation of elementary school teachers. These amounts are subject to release only after the detailed budget has been approved by the Budget Commission. These institutions encounter problems and delays in purchasing supplies and equipment, in planning additions to staff and changing the program that are similar to those encountered by national schools and many other government agencies. The amount of funds expended in training high school teachers and vocational teachers can not be accurately determined because these training programs are provided in schools which provide many more services than secondary teacher training. The eight normal schools were provided a budget of ₱905,930 for school year 1959-60 and the Philippine Normal College was budgeted ₱550,000 for the same period. These schools train elementary school teachers.

THE DEPARTMENT OF EDUCATION

The appropriations for the Department of Education include the appropriations for the public schools, since the latter are included as appropriations to the Bureau of Public Schools in the Department. When these are taken out, the appropriations for the Department for 1959-60 are:

Office of the Secretary	₱ 458,900
Bureau of Public Schools (Excluding ₱240,431,470 for public schools)	2,838,740
Bureau of Public Libraries	573,150
Institute of National Language	122,520
National Museum	107,700
Bureau of Private Schools	835,600
Total	₱4,936,610

In addition, special funds administered by the Department have been established as follows:

Baguio Teachers Camp Mess	₱ 170,300
Education of Dependent and Neglected Children	25,670
Fiduciary Fund for Medical and Dental (Provided for through fees)	1,824,320

The Bureau of Public Schools is, of course, primarily concerned with the public school program but other aspects of the Department program and organization are also involved. The Department and especially the Bureau of Public Schools, which is itself concerned with financial and other requirements and safeguards for the public schools, is subject to very rigid requirements and controls regarding employment and salaries of personnel, purchase of supplies and equipment, and other matters relating to finance. Housed as it is in obsolete, inadequate and congested quarters, it has a difficult role to play in the field of finance. It must attempt to see that school funds are spent wisely and economically, and at the same time try to protect the schools from delays, handicapping restrictions and other stultifying provisions proposed or adopted from time to time by other agencies. It must try to safeguard local schools and school systems against arbitrary political discrimination and financial inequities resulting from political manipulation but at the same time must maintain the good will and respect of mayors, governors, congressmen and others. It must endeavor to see that the public schools have reasonably adequate opportunities and financial support, but must not alienate the many prominent leaders and some of its own staff members who seem to be more interested in private than in public schools.

Important Recommendations from Previous Studies

As pointed out previously in this report, several important studies of education or of selected aspects of education in the Philippines have been made during the past thirty-five years. All of the comprehensive studies and many of the others have been concerned either directly or indirectly with the problem of finance. Every such study has recognized that many of the problems facing public education cannot be solved unless adequate financial support is provided, and the funds so distributed and used as to assure maximum educational returns from every peso expended. There has been general agreement that, while the resources of the Philippines are definitely limited, they can become increasingly adequate to finance the public schools during coming years if the educational program is so planned that it makes its maximum contribution to the development of the people and of the economy. In the meantime, special attention should be given to the problems of: (1) obtaining revenues in accordance with the ability of the people to pay rather than on the basis of traditional procedures that have included many inequities, (2) assuring that all funds for schools are used to provide the highest possible quality of education for the maximum number of people, and (3) developing scientific procedures for apportioning and expending funds with a maximum of economy and efficiency.

PROGRAM TO BE SUPPORTED

All studies have recommended or implied that the Philippines should move as rapidly as possible toward the development and support of an eleven or twelve grade public school program for all persons who can benefit from such a program.

The Monroe Commission, in 1925, recommended that the primary emphasis be given immediately to the improvement of quality in education, but pointed to the need for and the desirability of further expansion of the educational program at a later date.

In 1950, the Unesco Mission to the Philippines proposed (p. 57) that, at the earliest possible date educational expenditures be increased to provide for (a) adequate educational facilities for all children of elementary school age, (b) the preparation of enough teachers to meet the demand for well-qualified teachers, and (c) a comprehensive program of fundamental and adult education for out-of-school youth and adults. The Mission also urged that as soon as practicable, after the basic steps have been taken, (a) grade seven be restored, (b) full-day sessions be provided in the primary grades, and (c) free secondary education be provided for all youth qualified and wishing to secure education. The Report stated (p. 70):

> The Philippines is rich in natural and human resources which, when developed, will permit relatively large increases in the support for all functions of government including public education. It would be a mistake to delay further the development of education until after the National income has been increased through the development of the Nation's resources. The most important resources of a nation are its human resources....

In the same year, the Bell report (p. 105) pointed out that "the economic development of the Philippines requires the better utilization of the human resources as well as natural resources and equipment," and directed attention to the fact that (1) the sound structure of the Philippine educational system is being undermined by the low quality standards in many of the mushrooming private schools and colleges, and that (2) the problem of improving education in the Philippines is, in part, a financial problem.

The supplementary Morrison Report (1953) also pointed out that the nation is rich in natural resources and emphasized that there is urgent need to improve the potential of the human resources by providing and financing a better and more adequate program of education.

The Congressional Committee on Education, which reported to Congress in 1949, was concerned with these same problems and submitted proposals designed to assure more adequate support for public schools in order to make possible urgently needed improvements both in the quantity and quality of education provided through the schools. An "irreducible minimum" appropriation was proposed to be supplemented by revenues from several designated sources.

The Board of National Education has been similarly concerned with problems of improving quality and quantity in education and, in its recent reports, has proposed plans for providing sufficient additional revenues to make it possible to implement the major recommendations of recent studies including the extension of elementary education to all children of elementary school age, the elimination of the double-single session and other emergency measures, the beginning of the restoration of grade seven, and the reduction of fees in secondary schools.

PLAN FOR FINANCING SCHOOLS

Every study has emphasized the need for definite and assured sources of support as well as for more adequate support for schools. The Monroe Commission stressed the need for greater certainty and stability in revenues for schools, even before the small internal revenue apportionment, the cedula tax, the limited real estate levy, and miscellaneous minor taxes, were eliminated as sources of revenue for schools when the special school fund was discontinued. Every study since then has suggested ways of providing some of the additional revenues so urgently needed. The Unesco proposal for a foundation program plan seems to be most consistent with the characteristics of a satisfactory program, prescribed later. The reports of other studies point in the same direction, even though some of the specific proposals differ in wording or emphasis.

APPORTIONMENT OR DISTRIBUTION OF FUNDS

The Monroe Report criticized the beginnings of the "pork barrel" plan for providing funds for buildings and pointed to the need for the use of sound criteria and objective measures. More recent reports have pointed to some problems and added others. For example, during recent years, funds authorized for public schools must be "released." The release process operates slowly, is subject to political pressures, and has sometimes resulted in handicaps and inequities.

Most reports have pointed to the desirability of definite local sources of revenues for schools and have commented on some of the difficulties in, and unsatisfactory features of, a plan of complete national support for any aspect of the educational program.

There seems to be general concurrence on the part of authorities and commissions that have studied the situation that (1) for each aspect of the program there should be valid and objective measures of need and costs, (2) there should be a uniform and equitable local tax contribution to help meet the cost of the program and the amount of this contribution should be determined objectively, (3) the National Government should provide the difference, for each division, between the amount provided by the uniform local effort and the objectively determined cost for the schools of the division, (4) the national funds should be released and made available promptly as appropriated, and (5) only those minimum standards and requirements should be established that are essential to assure (a) that all children will have an opportunity to be educated and (b) that a high quality program is provided in all schools. The report of the Unesco Commission pointed out (p. 69) that "the amounts of National grants to the several provinces and cities should vary in accordance with their respective financial resources and needs . . . ."

SOURCES OF REVENUE FOR SCHOOLS

The report of every study of education in the Philippines has devoted considerable attention to the problem of revenues and financial support for the public schools and public institutions for the preparation of teachers. All reports agree that (1) the revenues provided have been inadequate to meet even minimum needs for many children and for certain aspects of the program, and (2) the uncertainty and instability of financial support for schools have handicapped current programs, discouraged long-range planning, and sometimes resulted in ineffective use of part of the funds provided.

While the problems of national and local financial support for schools are interrelated, and both must be solved before a satisfactory program of educational opportunities is assured, it is possible to separate them for analysis, as has been done in many of the reports.

National Funds. The various groups that have studied the problem have differed in their emphasis on the amount and percentage of funds that should be provided from national sources. That there must be a substantial amount of funds from national sources has been recognized by all and accepted by the Congress, except for the general secondary schools.

The Monroe Commission recommended larger allotments of internal revenue funds by the Insular (National) Government, but also stressed the importance of additional local support. Other reports have concurred in the basic idea of increasing national support and, at the same time, providing for definite and substantial local support.

There have been differences of opinion as to how the national support should be provided. Some reports seem to favor designating or earmarking certain taxes or revenue sources for school support. Others have proposed, as did the Unesco Mission, that there should be substantial increases in tax revenues for support of government, including public education, and that these increases could come largely through improvements in the present tax system. The assumption is that increases in revenues for support of the government will make possible more adequate appropriations for public schools and certain other governmental services, and give more certainty that the amount appropriated will be released and paid in full. The Unesco Commission proposed more effective tax collection (the need for which is stressed in practically every report) and increases in taxes on luxury goods and in rates or inheritance and income taxes, particularly in the upper brackets.

The 1949 Congressional Committee on Education recommended that certain tax sources be earmarked and set aside for public education. Those proposed at the national level included additions to the income, gift, inheritance, and luxury taxes.

Local Revenues. Practically every report has pointed to the need for definite local (provincial, city, and perhaps municipal, or even barrio) sources of revenue for schools. The Unesco Mission stated (p. 69 of its report):

> ...It seems clear to the Mission that the time has arrived when taxes should again be levied by the local governments for the support of elementary, secondary and normal schools, and that ultimately from one-fourth to one-half of the entire support of education should come from real property tax revenues earmarked for the use of schools.

All seem to be agreed that (1) real property should constitute the major source of local support for schools, (2) the proceeds of the tax authorized should definitely be earmarked and set aside for school purposes so they will not have to rely so heavily on the need for transfers from provincial, city or municipal governments which may or may not be made, and (3) the tax rate prescribed should be required in all divisions as the basic uniform support, but that a higher tax should be permitted in any area if it is desired and needed.

The Monroe Commission assumed that local revenues for schools would be continued and recommended increases. The 1949 Congressional Committee recommended a tax of one-fourth of one per cent on real property for elementary schools and a ten per cent tax on the gross income in each province or city to be devoted to secondary schools. The report by Morrison and others, supplementing the Unesco report, recommended a required tax of one-fourth of one per cent on the equalized assessed valuation of real property in all cities, municipalities and municipal districts for elementary schools; a required levy of one-eighth of one per cent in each province or chartered city for secondary schools; an additional levy of one-eighth of one per cent when the seventh grade is restored, and limited additional optional levies. In 1957 the Board of National Education made a somewhat similar proposal relating to the levies to be required for support of schools.

Thus it is obvious that the case for specific and required local sources of revenue for support of the public schools has been made again and again by authorities who have studied the problem. However, thus far these recommendations, along with a number of others, have not been implemented.

Characteristics of a Satisfactory Plan of Financial Support[15]

It is generally recognized that any plan for financing public schools should make it possible to provide essential educational opportunities for all who should be educated, at a reasonable and equitable cost to the taxpayers. The ten characteristics of a satisfactory program presented and discussed briefly below have been stated in various ways by different authorities but are generally accepted as basic guidelines for the satisfactory implementation or evaluation of any such plan. These may be used as a basis for determining the strengths and weaknesses in the present program in the Philippines as well as for guidance in planning improvements.

The plan of financial support for schools in each division (province or chartered city) should be designed to assure a partnership program of basic school support providing essential, reasonably adequate, and well-rounded educational opportunities for all who should benefit from public education. This criterion evolves from the recognition of the basic responsibility of the nation for the education of its people. It is generally believed this responsibility is such that the plan of financial support should provide for all necessary services and facilities required for a sound educational program in all communities.

Provision should be made for a bona fide national-local partnership plan for financing this basic program of educa-

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[15] Adapted from materials in Chapter X (p. 268-70) of *Financing the Public Schools* by Roe L. Johns and Edgar L. Morphet (Prentice-Hall, Inc., Englewood Cliffs, New Jersey, 1960).

tional opportunity. The basic program should be supported by an equitable combination of funds from local (provinces and chartered cities) and national sources.

Each school division should be expected and required to make the same minimum local effort toward financing the basic program. It would not be fair or equitable to expect the citizens of any division to make a greater tax effort toward financing the basic program of essential educational opportunities than the citizens of any other such division. The same minimum effort, therefore, should be expected and required of all.

The National Government should provide for each division, on an objective basis, the difference between the funds available from the required uniform minimum tax effort and the cost of the basic program. Objective procedures should be established for determining both the cost of the basic program in each division and the funds which should be available from the required local tax effort. The National Government should guarantee that, when the required uniform tax effort has been made, sufficient additional funds will be provided from national sources to enable each division to finance and maintain its basic program. Neither partisan political considerations nor community pressures should be permitted to influence the appropriation or the apportionment of funds for any school or division.

The plan for financing the basic program should assure reasonable equity for all taxpayers. If public education is to serve all the people and is regarded as essential to the welfare and prosperity of the community and nation, it follows that each citizen should share equitably in financing the basic program. This means that (1) assessments should be uniform or some valid means of measuring local taxpaying ability should be devised and used; (2) each division should make the same minimum tax effort to support the basic program; and (3) funds to support the program should be derived from property and other sources in equitable relationship to the sources of income of the citizens.

The Educational and financial provision for the basic program should encourage sound and efficient organization, administration, and operation of schools. National funds should *not* be used to (1) subsidize or perpetuate inefficient or unnecessary small divisions or schools; (2) relieve the taxpayers of any province or chartered city of the necessity of levying the taxes considered essential in less wealthy divisions for local support of the basic program; or (3) encourage any uneconomical or inefficient practices. However, the National Government should not attempt, in the name of economy or for other reasons, to limit local initiative or responsibility or to restrict the program of education.

The basic program plan should provide maximum opportunity and encouragement for the development and exercise of local leadership and responsibility in education. The exercise of local leadership and responsibility should be considered of utmost importance in every division. National plans and provisions, by establishing *maximum* standards and detailed requirements, can easily discourage such responsibility. Only those *minimum* standards and requirements that are necessary to assure adequate educational opportunities throughout the nation should be considered desirable and acceptable.

The citizens of each chartered city, province, municipality, or barrio should be authorized to provide and finance such educational opportunities beyond the basic program as they desire. There should be provision for the citizens of each division, municipality (or even barrio), without handicapping restrictions, to vote or levy on themselves any taxes they consider desirable and necessary to provide additional or better educational services and facilities than those provided through the basic program.

The basic program plan should be cooperatively developed by representative citizens who have a genuine interest in and concern about public education. People who have an opportunity to help develop or improve any program or plan tend to believe in it and support it. The partnership program of basic school support is likely to be best appreciated and supported when representative educators and lay citizens have had an opportunity to consider and agree upon the services and facilities deemed essential for a reasonably adequate program of education, and to determine the cost and method of financing such a program. The proposals should be developed through careful studies which have taken into consideration all pertinent evidence and concepts.

The program and procedures should emphasize continuous evaluation and sound long-range planning. The program should encourage and facilitate long-range national and local planning as contrasted with expedient action or shortsighted practices. It should be as simple as possible, avoiding complexities that do not contribute substantially to the main goals of education and of public school finance.

Analysis of Financial Situation

When the present provisions for financial support of public schools in the Philippines are considered in light of the characteristics of a satisfactory finance plan, it becomes apparent that some serious shortcomings are to be found. As already noted, previous studies have directed attention to and commented on some of these problems.

Since it is apparent that most citizens of the Philippines value education highly and want a good program for their children, it seems surprising that many of the shortcomings have been permitted to continue. The fact that the war seriously disrupted both the economy and the educational program provides an explanation for some of the difficulties. Additionally, it seems that: (1) some leaders have been more interested in developing a plan that expresses hopes and objectives than in following through on the necessary but often difficult steps needed to implement such a plan; (2) some parents apparently are more interested in the education of their own children and children of their immediate friends than in taking steps to assure that equal opportunities are available to all; (3) many, for financial or other reasons, have become very much interested in private schools and have given little more than lip service to support for the public schools; (4) a number who are benefiting from the present laws and the existing systems of taxation have not been willing to support needed changes and improvements; (5) many citizens have not yet learned to differentiate between quality education and shoddy education, as evidenced by the support given many private schools that, according to studies, are little more than diploma mills; (6) some officials and Congressmen have become so concerned about the possibility of saving pesos here and there that they have gone beyond all reasonable bounds in prescribed provisions and procedures that result in undesirable handicaps and delays and, in some cases, decrease the efficiency with which available funds are expended.

ABILITY AND EFFORT TO SUPPORT SCHOOLS

One indication of the importance the people of any nation attach to education is provided by the amount spent for or invested in schools each year. Of course, this will reflect not only values but relative ability. One indication of the relative ability of a people is provided by the per capita income; that is, the total income of the people of the country divided by the population of that country.

The per capita income of the people in the Philippines has always been relatively low. However, it has also been low in a number of other underdeveloped countries. In fact, one of the problems facing the world today arises from the great disparities in the incomes of people in the various countries. The per capita income in India, Ceylon, Indonesia, and a number of other countries has been below that of the people in the Philippines. However, the per capita income of the people of Japan, Australia, United Kingdom, United States, and a number of other countries has been considerably higher. Thus the people in the Philippines are still limited in their ability to support education and other governmental services. (See Table 3.)

Just before the war, the per capita income in the Philippines was approximately ₱65. In 1946, following the war, it was approximately ₱179, but the purchasing power of the peso had decreased so much that it actually amounted to only about ₱35 in terms of pre-war values. Table 1, which follows, shows the national income, population, per capita income, purchasing power of the peso based on 1941 value, and per capita income based on the pre-war value of the peso, for certain years beginning with 1948. It should be noted that, according to these figures, the per capita income increased from approximately ₱288 in 1948 to ₱399 in 1958. However, in terms of the 1941 value of the peso, the 1948 per capita income amounted to only about ₱79. By 1958 it had increased to the equivalent of ₱122 or almost double the pre-war income in terms of a constant peso value.

TABLE 1. TOTAL AND PER CAPITA INCOME IN PESOS FOR SELECTED YEARS BEGINNING WITH 1948

Calendar Year	*National Income* *	*Total Population* †	*Per Capita National Income*	*Purchasing Power of the Peso Based on 1941 Value*	*Per Capita Income Based on 1941 Value of Peso*
1948	₱5,511,000,000	19,143,800	287.87	.2746	79.05
1953	7,015,000,000	21,039,200	333.43	.3143	104.80
1955	7,624,000,000	21,848,800	348.94	.3312	115.57
1957	8,818,000,000	22,689,700	388.63	.3208	124.67
1958	9,232,000,000	23,122,200	399.27	.3046	121.62

* Supplied by the National Economic Council. National income is the sum of the incomes accruing to factors of production supplied by normal residents of the given county before deduction of direct taxation." *A System of Natinal Accounts and Supporting Tables*, Statistical Office, Department of Economic Affairs, United Nations, New York, 1933, page 17

† Supplied by the Bureau of Census and Statistics.

It is apparent not only from an analysis of the statistics but from a study of economic trends and developments, that the ability to support education and other functions of government is increasing rapidly in the Philippines. If the people are willing merely to increase their investment in education in proportion to their increase in income, considerable gains can be made during the next few years. However, all evidence indicates that the people of any country, particularly of an underdeveloped country, would benefit greatly by increasing their investment in education beyond the proportion by which incomes are increasing. Such an added investment, if properly made, tends to speed up the economic developments and ability. If that point of view is accepted in the Philippines, it will become possible to make substantial improvements and increases in the educational investment in the immediate future.

When the percentage of the national budget devoted to the support of public education in the Philippines is considered, the effort would seem to many to be about all that could be expected. During recent years, approximately one-fourth of all national funds have been used for the support of public education and a little more than one-fifth have been used for the support of public elementary and secondary schools. The trends in the percentage of national expenditures devoted to public education and to public elementary and secondary schools for selected years since 1928 are given in Table 2 which follows:

TABLE 2. EXPENDITURES OF THE NATIONAL GOVERNMENT FOR ALL PURPOSES, FOR PUBLIC EDUCATION AND FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS IN SELECTED YEARS BEGINNING 1927-1928

EXPENDITURES FOR:				*PER CENT OF NATIONAL EXPENDITURES FOR:*	
Year	*National Government*	*All Public Education (Public Funds only)*	*Public elementary and Secondary[‡] Schools (Public Funds only)*	*Public Education*	*Public Elementary and Secondary[‡]*
1928[*]	₱ 54,611,000	₱ 20,591,000	₱ 16,695,000	37.70	30.57
1938[*]	69,051,000	24,626,900	20,612,000	35.66	29.85
1947-48[†]	374,562,000	76,157,000	67,918,000	20.33	18.13
1952-53[†]	654,669,000	167,371,000	158,252,000	25.57	24.17
1954-55[†]	791,874,000	211,573,000	179,588,000	26.72	22.68
1956-57[†]	1,087,356,000	246,465,000	222,607,000	22.67	20.47
1957-58[†]	1,085,565,000	272,495,000	243,299,000	25.10	22.41

[*] Appropriations authorized by legislature. Fiscal year began January 1st and ended December 31st.

[†] From Reports of the Auditor General to the President and the Congress of the Philippines.

[‡] Does not include financial support of the general high school and the intermediate grades by the provincial governments and the governments of chartered cities.

A study of this table and of certain other facts pertaining to the plan of support for schools in the Philippines leads to two observations: (1) The percentage of the national budget devoted both to public education and public schools has declined since before the war, and (2) in view of the fact that practically all support for public elementary and secondary schools, except for the general secondary schools, is provided by the national government or by fees, and only limited revenues are provided from local tax sources, the effort may not actually be as great as appears from the table.

A more meaningful way to look at the effort made to support education is to use the percentage of the national income represented by expenditures for the public elementary schools and for public education. Regardless of the wealth of a country, it should be obvious that a certain minimum percentage of the income of the people must be used for educational purposes if the economy is to continue to improve. Since a substantial investment would improve the economy more rapidly than a limited investment, the underdeveloped nations might be expected to devote a larger percentage of their income to education than the others. It should be recognized that figures relating to national income and percentage of income devoted to education in the various countries may not be fully comparable because of the different procedures used in arriving at these figures. Moreover some countries may attempt to provide a much broader range and scope of educational services, and may have a larger proportion of their population in public schools and institutions of higher learning, than other countries. In spite of these limitations, a study of the limited figures available would give some indication of the effort being made to support schools.

Table 3 which follows gives this information and also the per capita income in pesos for certain years for the Philippines and for a few other countries, ranging from the less wealthy to the more wealthy. It is apparent from these figures that while a larger percentage of the income was devoted to support of public education in the Philippines in 1953-54 than in India, the percentage is smaller than in the other countries. Partial data for more recent years indicate that the effort in the Philippines is still below that for many other countries.

TABLE 3. PER CAPITA INCOME AND PROPORTION OF INCOME DEVOTED TO PUBLIC EDUCATION IN SELECTED COUNTRIES DURING RECENT YEARS

Country	*Per Capita Income** *(Expressed in Pesos)* (1957)	*Per Cent of National Income Spent for Public Education†*
Japan	506	5.1 (1955)
Denmark	1,744	3.6 (1955-56)
Canada	2,920	3.3 (1953)
England	1,916	3.2 (1953-54)
United States	4,260	3.1 (1951-52)
Ceylon	232	3.1 (1955-56)
Netherlands	1,392	3.0 (1956)
Philippines	378	2.4 (1956-57)
Brazil	308	2.4 (1956)
Australia	2,166	2.3 (1954)
India	121	2.0 (1955-56)
Mexico	468	1.1 (1956)

* Income, population and rate of exchange taken from: *Monthly Bulletin of Statistics, December 1959*, Statistical Office of the United Nations (United Nations, New York, 1959).

† Per cent of national income spent for public education taken from: Basic Facts and Figures, international statistics relating to education, culture and mass communication, Unesco, 1958 (Unesco, Paris, 1958).

Table 4 which follows shows that, in the Philippines for approximately the past ten years, between seven and eight per cent of the national income has been collected as national and local taxes for all purposes. In many other countries the tax collections constitute a much higher per cent of the income of the people than in the Philippines. The expenditures for public elementary and secondary schools in the Philippines since 1950 has remained almost constant, ranging from 2.26 per cent in 1953 to 2.64 per cent in 1958, but dropping back to 2.34 per cent in 1959.

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TABLE 4. NATIONAL INCOME, TAXES COLLECTED, EXPENDITURES FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS AND PER CENT OF NATIONAL INCOME REPRESENTED BY TAX COLLECTIONS FOR ALL PURPOSES AND BY EXPENDITURES BY PUBLIC ELEMENTARY AND SECONDARY SCHOOLS DURING SELECTED YEARS BEGINNING 1947-1948

Year	*National Income*	*National and Local Taxes Collected*	*Expenditures for Public Elem. and Secondary† Schools (Public funds only)*	*Per Cent of National Income Represented by:*	
				National and Local Taxes Collected Col (3)† Col (2)	*Expenditures for Public Elem. and Secondary Schools† Col (4)† Col (2)*
1947-1948*	₱5,511,000,000	₱267,201,177	₱ 67,918,000	4.85%	1.23%
1952-1953	7,015,000,000	526,312,712	158,252,147	7.50	2.26
1954-1955	7,624,000,000	546,968,205	179,588,000	7.17	2.35
1956-1957	8,818,000,000	759,589,998	222,607,000	8.60	2.52
1957-1958	9,232,000,000	737,252,327	243,299,000	7.99	2.64
1958-1959	9,566,000,000	734,500,000	221,297,000	7.67	2.31

* General Auditing Office, Report of the Auditor General to the President of the Philippines and Congress, except 1958-1959 — estimated only — Budget for the Fiscal Year 1960, p. 41-A

† Does not include funds from provinces and chartered cities spent for intermediate grades and general high schools.

There is considerable evidence that assessment practices in the Philippines vary somewhat from city to city, from province to province, and also from province to city. However, the assessed valuation per pupil in average daily attendance gives some indication of local ability to support schools and other governmental services and also of variations in local ability. Among the provinces, the lowest valuation of ₱555 per elementary pupil in 1958 was found in Antique and the highest in Rizal where the per pupil valuation was ₱3,766. Thus, on the basis of assessed valuation, there is a range of between six and seven to one among the provinces in potential ability to support schools. Among the chartered cities, the lowest valuation was in Calbayog in Samar where the amount per pupil was ₱517 and the highest, ₱9,248, in Baguio. Thus, among the chartered cities there was a range of approximately 18 to 1, or a greater range than among the provinces. Cities, in general, tend to have somewhat greater valuation per pupil than the provinces, but a few cities have less wealth than most of the provinces, while a few have much greater wealth than any province.

The tax levied tends to be about one per cent of the assessed valuation, but in a few cases is seven-eighths of one per cent and in a few of the chartered cities is slightly more than one per cent.

The range in ability and in tax collections among the municipalities within each province in the various provinces is, as should be expected, even greater than among chartered cities and provinces.

The record of tax collections indicates that there are many unsolved problems. For the year 1958, the percentage of collections reported ranged from a little over 6 per cent in one city to nearly 95 per cent in another and from about 20 per cent in one province to 80 per cent in another. The average seems to be about 62 per cent. One of the urgent needs, therefore, seems to be to devise a plan that will assure collection of all or at least of a larger proportion of the taxes.

An attempt was also made to determine the percentage of collections of various other types of taxes. Reports indicate that, in many cases, far lower amounts are collected from certain taxes levied than should be paid if the intent of the laws was equally observed by all taxpayers. The official reports give only a rough indication of this situation partly because estimates are based on original rates, then sometimes during the year rates are adjusted. Thus, some year show marked overpayments for certain types of taxes and others show marked underpayment or under-collections. However, there is considerable evidence indicating that the present tax structure should yield much more revenue than it does and that strict observance of the tax laws by all citizens and strict enforcement by all officials would make available considerably greater funds than are now provided for support of government services. In relation to the real property tax in particular, it appears that in a number of provinces, certain people anticipate or hope that Congress may pass a "tax condonance" law so they will not need to pay all of the taxes already due. Any such expectation would tend to increase tax delinquency and add to the difficulty of collecting revenues due the government. Better tax collections and payments in many areas would help to solve some of the financial problems facing schools and other agencies of government.

ENROLMENT IN ELEMENTARY AND SECONDARY SCHOOLS

Most children of elementary school age who are attending schools in the Philippines are enrolled in public schools. Since 1929-30, 95 to 97 per cent of all children enrolled in elementary schools attended public elementary schools and three to five per cent are in private schools.

However, the secondary school situation is quite different. Before the war approximately two-thirds of all students attending secondary schools were enrolled in public secondary schools and about one-third in private schools. Since the war the percentage have almost been reversed. By 1947-48 slightly more than one-half of all secondary school students were enrolled in private schools. Since 1950 the percentage in private schools has ranged between 60 and 64. Thus, only slightly more than one-third of all secondary school pupils are now in public schools. The percentage in public schools probably would be even lower except for the development of a number of vocational schools supported by national funds. Since many of the publicly controlled general secondary schools are supported largely by tuition fees, a large proportion of students apparently attend a convenience school (public or private) in which fees are within the ability of their parents to pay unless there is an obvious difference in quality to people who may not be too discerning. As long as such a large proportion of the public general secondary schools must be supported largely by fees, these schools are likely to continue to be at some disadvantage because of the standards and requirements which must be met. Thus, a substantial proportion of pupils who could benefit from secondary school education will be denied that opportunity because of the fee barrier.

TABLE 5A. ELEMENTARY SCHOOL ENROLMENTS — SELECTED YEARS

School Year*	Number Enrolled			Per Cent Enrolled	
	Public Schools	Private Schools	Total	Public Schools	Private Schools
1918-1919	665,160	98,972	764,132	87	13
1929-1930	1,097,978	48,273	1,146,251	96	4
1937-1938	1,423,918	60,018	1,483,936	96	4
1947-1948	3,356,802	84,878	3,441,680	98	2
1952-1953	3,438,832	144,810	3,583,642	96	4
1957-1958	3,575,350	160,307	3,735,657	96	4
1959-1960	No data available				

* Includes grades 1 to 7 in school years 1918-1919, 1929-1930 and 1937-1938; Grades 1 to 6 in other years.

TABLE 5B. SECONDARY SCHOOL ENROLMENTS — SELECTED YEARS

School Year	Number Enrolled			Per Cent Enrolled	
	Public Schools	Private Schools	Total	Public Schools	Private Schools
1918-1919	16,899	6,522	23,421	72	28
1929-1930	75,538	36,968	112,506	67	33
1937-1938	68,084	36,892	104,976	65	35
1947-1948	180,468	185,547	366,015	49	51
1952-1953	216,875	377,916	594,791	36	64
1957-1958	224,665	364,324	588,989	38	62
1959-1960	No data available				

An attempt was made to determine the number and percentage of pupils of designated age groups enrolled in public and private elementary and secondary schools during recent years as a basis for determining the number not in any school.

However, the information that can be obtained is not too valid. On the basis of special studies made from time to time and other evidence assembled by the Survey Staff,[16] it seems that at least 13 per cent of the children of elementary school age are still not enrolled in any school. Moreover a large percentage drop out before completing the intermediate grades, and a more substantial percentage is lost before completing high school.

The number enrolled or not enrolled in schools, however, presents only a part of the picture that must be considered as a basis for determining financial needs during coming year. Of those enrolled in the public primary grades, 13 to 16 per cent have been on limited session classes of some kind each year since 1953-54. These include students who are on double-single sessions or are in schools with other emergency provisions. Thus, their education is undoubtedly handicapped because of the limited time they attend or are taught during the school day. In the intermediate grades, from approximately 27 to 40 per cent of the enrolment in public schools has been in limited session classes during recent years. However, this percentage has tended to decline from year to year and is smaller now than at any previous time since the war. Even these figures do not present a complete picture because the percentage of children in extremely large classes in inadequate buildings or taught by improperly prepared teachers is not included. Elsewhere in this report, the problem is given more detailed attention, and later some of the financial implications will be discussed.

EXPENDITURES FOR PUBLIC SCHOOLS

Expenditures for public schools have occupied a considerable portion of total expenditures of National Government. On the basis of available data these expenditures range from 18.13 per cent in 1947-48 to 22.41 per cent in 1957-58. For the year 1959-60 the Congress appropriated ₱240,431,170 for the operation of public elementary and secondary schools including vocational schools other than independent national vocational schools. This does not include appropriations for buildings which are provided for in a separate public works act and funds allocated to public school buildings from pork barrel funds; the amount for the Department of Education; or for certain other educational services. In addition, based on past experience, provincial and municipal governments will provide perhaps ₱1,000,000 and Parent-Teachers Associations, Barrio Councils or laymen some ₱6,000,000 through donations and gifts. From observation of facilities made available to schools by these amounts they seem to be far from adequate.

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[16] See Table 2, Chapter II.

TABLE 6. TRENDS IN CURRENT EXPENSE PER PUPIL IN AVERAGE DAILY ATTENDANCE IN PUBLIC SCHOOLS FOR SELECTED YEARS

	Primary Schools			*Intermediate Schools*		
School Year	*Average Daily Attendance*	*Current Expense*	*Current Expense Per Pupil Average Daily Attendance*	*Average Daily Attendance*	*Current Expense*	*Current Expense Per Pupil Average Daily Attendance*
1947-48	**2,699,810**	**₱ 35,481,933**	**₱13.14**	**386,238**	**17,740,967**	**₱ 45.93**
1952-53	**2,389,823**	**87,922,133**	**36.79**	**684,623**	**43,961,067**	**64.21**
1954-55	**2,681,974**	**99,988,557**	**37.28**	**649,661**	**49,992,278**	**76.95**
1956-57	**2,395,140**	**120,463,867**	**50.30**	**616,789**	**60,231,933**	**97.65**
1958-59	**2,461,813**	**135,937,710**	**52.22**	**620,361**	**67,968,855**	**109.56**

Table 6 gives the amount expended per pupil for selected years since 1947-48 for the current expenses in primary and intermediate schools. No similar data is available for high schools. When these expenditures are related to the 1941 purchasing power of the peso the per pupil expenditures are as follows:

Primary grades:		Intermediate grades:	
1947-48	₱ 3.61	1947-48	₱12.61
1952-53	₱11.53	1952-53	₱20.12
1956-57	₱16.14	1956-57	₱31.33
1958-59	₱16.95	1958-59	₱35.60

The amounts expended per pupil although they have been increasing, are still quite low as compared with those in many other countries where the costs of living, based on a comparable standard of living, are not much higher than in the Philippines. The low costs in the Philippines are due to the fact that teachers' salaries are comparatively low and that very little money has been made available for supplies and equipment including textbooks. Moreover, classes are much larger in the Philippines than in most other countries, particularly for primary school pupils, and substantial numbers of children are on part-day sessions or in schools having other emergency provisions. In the Philippines, most of the current expense budget is comprised of salaries for teachers, since no transportation is provided and only limited funds are used for supplies and other purposes.

Table 8A which follows gives a summary of the basic salaries during selected years since 1947-48 for various classes of teachers. Salaries for teachers in all classifications seem to have increased markedly since the war but the actual increase is, of course, much less than that shown by the reported figures. Table 8B gives the equivalent salary based on the 1941 purchasing value of the peso. It should be noted that salaries for elementary and high school graduates have increased from ₱132 to ₱303 based on the 1941 peso value; those for the two-year normal graduates from ₱165 to ₱584; and those with B.S.E. or M.A. degrees from ₱461 to ₱678. Thus, the increases for the less well-trained teachers have been greater in proportion than those for better prepared teachers, probably in an effort to provide the necessary minimum living costs.

TABLE 8A. SALARY (ANNUAL) CLASSIFICATION FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS (GENERAL AND VOCATIONAL) CLASSROOM TEACHERS DURING SELECTED YEARS BEGINNING 1947-1948

School Year	*High School and Elementary School Graduates*	*Secondary Normal Graduates*	*Two-Year Normal School Graduates*	*B.S.E. Ed. Graduates*	*B.S.E. M.A. Graduates*
1947-48	₱ 480	₱ 540	₱ 600	——	₱1680
1952-53	1200	1400	1680	——	1800
1956-57	1400	1560	1680	₱1920	1920
1958-59	1548	1548	1800	2088	2088

TABLE 8B. SALARY CLASSIFICATION FOR PUBLIC SCHOOL CLASSROOM TEACHERS IN TERMS OF THE 1941 PURCHASING POWER OF THE PESO FOR SELECTED SCHOOL YEARS

School Year	*High School and Elementary School Graduates*	*Secondary Normal School Graduates*	*Two-Year Normal School Graduates*	*B.S.E. Ed. Graduates*	*B.S.E., M.A. Graduates*	*Purchasing Power of the Peso based on 1941 Value*
1947-48	₱137	₱148	₱165	——	₱461	.2746
1952-53	377	440	528	——	566	.3143
1956-57	462	500	539	₱616	616	.3208
1958-59	503	503	584	678	678	.3247

NOTE. Basic salaries were taken from Table 8A. The purchasing power of the peso was taken from reports from the Bureau of Census and Statistics.

Attention has already previously been called to the fact that Congress has designated a number of schools as national, regional or other types of vocational schools to be supported by national funds. A special act has been necessary to establish each such school and to provide for the appropriations. The total amount appropriated has varied from year to year but has tended to increase each year. For 1959-60 the amount appropriated for the national schools was ₱5,505,818; for secondary trade schools, ₱457,947; for national technical school or vocational high schools, ₱1,076,149; for national agricultural schools, ₱2,220,600; for agricultural high schools,

₱2,706,350; for rural high schools, ₱1,290,251; and for schools for fisheries, ₱1,279,109. The total for all vocational schools was ₱14,636,505. At least 70 per cent of the appropriation for each schools is expected to be used for salaries, not to exceed 20 per cent for maintenance and operation, and not to exceed 10 per cent for equipment and buildings, except in cases where special adjustments are authorized. The amount provided per student differs greatly from school to school because (1) some schools have just been established, (2) the programs differ greatly, and (3) each has an amount specifically authorized by Congress.

A listing of the various vocational schools, giving the classification, names, enrolment, appropriations, and the amount per pupil authorized in 1954-55 and in 1959-60 is given in the Appendix.

A distribution of annual salaries is shown for elementary teachers in the provinces and chartered cities in Table 9 and for the general secondary and national vocational teachers in Table 10. It will be noted that there is a wide range in salaries, due to the marked differences in preparation and experience of the teachers employed. Considering the fact that in some of the secondary schools, as previously noted, the annual salary may not actually be paid in full, the amounts provided seem to be low by standards in many other countries. However, facts such as the following should be considered in studying the situation: (1) salaries for all government workers in somewhat similar categories in the Philippines are comparatively low; (2) the training of teachers is not actually as great as might be assumed from the training classifications because even those with a bachelor's degree have had only 14 years in school and college as contrasted with 16 years in most other countries; (There is no seventh or eighth grade in the public school system in the Philippines.); (3) the standard of living to which most teachers are accustomed is not as high as that in a number of other countries. However, even these considerations fail to indicate that salaries of teachers are adequate to meet the needs. Probably one reason salaries have remained relatively low is because, during the last few years, there has been a surplus of teachers who, on paper, are prepared and have the needed qualifications for teachers. This does not mean that there is a surplus of competent teachers in the Philippines. In fact, there is not. If the most competent teachers are to be encouraged, as they should be, provisions will undoubtedly have to be made for improving salaries for this group in particular.

TABLE 9. NUMBER OF ELEMENTARY SCHOOL TEACHERS ACCORDING TO ANNUAL SALARY CLASSIFICATIONS IN 1958-59

Salary Classification	*Provinces*	*Chartered Cities*	*Total*
₱1440	850	37	887
1560	1,082	91	1,173
1680	59,036	2,710	61,746
1800	5,733	594	6,327
1920	9,211	98	9,309
2040	7,602	954	8,556
2160	5,879	860	6,739
2280	1,476	521	1,997
2400	1,110	232	1,342
2580	638	229	867
Total	92,617	6,326	98,943

TABLE 10. NUMBER OF GENERAL SECONDARY AND NATIONAL VOCATIONAL SCHOOL TEACHERS ACCORDING TO ANNUAL SALARY CLASSIFICATION IN 1958-59

Salary Classification	*Provinces*	*Chartered Cities*	*National Schools*	*Total*
1420 to 1680	2	2	5	9
1720 to 1800	995	25	66	1,086
1860 to 1920	2,524	266	1,105	3.895
1970 to 2040	479	301	112	892
2054 to 2240	301	254	78	633
2280 to 2680	477	1,419	244	2,140
2760 to 3000	50	440	75	565
3100 to 3480	24	272	38	334
3720 to 4200	0	27	7	34
Total	4,852	3,006	1,730	9,588

SCHOOL BUILDINGS

While a number of attractive and modern school buildings have been constructed during recent years in various provinces and chartered cities, most buildings are far from satisfactory. Many are unpainted and shabby, many others are totally inadequate to meet the needs, and there is a serious shortage of classroom space in many areas. In spite of the assistance provided through the "pork barrel" funds, contingency appropriations, the prefabricated building plan transfers from municipal and provincial funds, and the voluntary efforts of the people, there are still many urgent building needs in most provinces and chartered cities.

There seem to be no adequate figures available concerning the total investment in school buildings each year. Table 11-A summarizes the amount authorized by the National Government for public elementary and secondary school buildings each year beginning in 1954-55. These figures do not include the amount from "pork barrel" and contingent funds allocated by Congress to different provinces for particular schools, or the amount from voluntary contributions or from provincial or city funds.

TABLE 11A. AMOUNTS AUTHORIZED BY THE NATIONAL GOVERNMENT (EXCEPT CONTINGENT FUNDS AND PORK BARREL ALLOCATIONS) FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOL BUILDINGS DURING EACH YEAR SINCE 1954-55

Year	*Elementary School Buildings*	*Regular (General) Secondary School Buildings*	*National, Regional, or Vocational School Buildings*	*Total for Elementary and Secondary Schools*
1954-55	₱27,652,153	1,579,800	125,000	29,231,953
1955-56	26,211,250	1,176,000	50,000	27,387,250
1956-57	24,531,100	1,625,500	372,000	26,528,600
1957-58	27,781,600	2,345,500	125,000	30,127,100
1958-59	27,177,700	899,000	171,000	28,247,700

TABLE 11B. ICA-NEC COUNTERPART FUNDS FOR BUILDINGS FOR VOCATIONAL SCHOOLS *

1954-1955	₱1,294,901.63
1955-1956	641,749.00
1956-1957	317,199.00
1957-1958	169,593.00
1958-1959	340,229.00

* Data furnished by Vocational Education Division.

In addition to the amounts shown above, some of the national vocational schools have received national funds through their special appropriation which could be used for school buildings. The amount used is generally not expected to exceed about 10 per cent of the total appropriation for each school.

As already indicated, approximately ₱5,000,000 was authorized to be made available each year for prefabricated buildings for elementary schools beginning in 1954-55. However, less than that amount has been used, and consequently the total appropriation for the last two years has only been ₱5,000,000.

SUMMARY OF ANALYSIS OF FINANCIAL SITUATION

This analysis, supplementing the earlier discussion of the present program for financing schools, indicates clearly that many of the existing provisions are not satisfactory. There are no indications that the partnership concept has been utilized; in fact, any application of the partnership concept is largely coincidental. The program of support is not adequate. For certain aspects, especially buildings, the measures of need are relatively subjective. While relatively objective measures are used to determine the need for instructional personnel, these are not realistic. In fact, about the only aspect in which the characteristics of a satisfactory program of financial support are reasonably well observed is found in the provision for provinces and chartered cities rather than small districts to serve as local units for the organization and administration of schools. However, even this is threatening to break down as a result of Congressional action designating specific schools or other types of vocational schools which are to operate independently. Great emphasis is placed on economy and efficiency. The idea is good, but the evidence indicates in some cases it is applied in such a way that schools are handicapped and unnecessary extra costs incurred instead of the real economics that should be expected.

The analysis indicates clearly that: (1) the Philippines at present has limited ability to support schools and other governmental services but that the ability is increasing rapidly; (2) a greater investment in education at the present time could and should result in a more rapid increase in the economic development; (3) if the citizens of the Philippines desire to do so, they can devote advantageously a larger percentage of their income to the support of public education; (4) additional revenues can be provided through more effective assessment and collection of taxes already authorized; (5) the quality of education in many of the public schools is adversely affected by large classes, emergency sessions, and a large proportion of inadequately prepared teachers; (6) the funds provided for salaries of teachers, supplies, textbooks, and other essentials for the educational program are seriously inadequate; (7) provisions for buildings are largely on an undesirable and indefensible basis; (8) unless a better plan for support is developed for the general secondary schools, these schools are likely to decline in importance, fees will remain high, and a large proportion of pupils of secondary age will not have an opportunity for the kind of education they need and from which they and the nation would benefit.

These brief statements indicate that there are a number of significant and serious problems that need to be faced and solved in the near future so an adequate program of education and of educational support for the public schools may be provided. Some of the most important problems are briefly summarized in the section which follows.

Some Major Problems

The discussion in preceding sections of this report has either indicated or implied some of the problems encountered in connection with various aspects of school finance in the Philippines. Attention here will be centered on what seem to be the major problems brought out by a study of the present situation in light of the characteristics of a satisfactory plan of financial support; those that are in urgent need of attention and correction in the immediate future. This discussion, therefore, summarizes and supplements some of the observations previously made.

LIMITED ABILITY

The ability of the people of the Philippines to support schools and other functions of government is much more limited than that found in many of the older nations of the world, but somewhat greater than the ability of some other nations in Southeast Asia. Fortunately, the ability of the Filipino people has increased somewhat during recent years. Unfortunately, a large proportion have very low incomes and a small proportion have high incomes.

The evidence indicates that there is greater ability to support public schools than is being used. Most of the people seem to want good schools and many make great sacrifices to help support them. Some, however, are not meeting their share of the responsibility for public schools.

The great growth of private secondary schools and colleges during the past few years indicates the interest of the people in and their willingness to support education. It costs at least as much and probably more to support a majority of the secondary and college students in private schools than it would to support a good system of public schools for a majority of the students. The people of the Philippines can have a much better system of public schools than they now have if they are willing to develop and support an adequate system and program.

INCOMPLETE PROGRAM AND ACCUMULATED NEEDS

The public school program includes only six elementary and four high school grades. While the 1954 Congress authorized the restoration of the 7th grade, which was eliminated in 1940, enough money has not been available to implement the plan. Moreover, many elementary classes have been on double-single sessions or some other emergency plan, classes in many schools have been too large for effective work, many children drop out before completing the elementary grades, many teachers are inadequately prepared, a substantial proportion of the buildings are unsatisfactory and supplies and textbooks are far too limited to meet the needs. While the situation has improved somewhat it is still far from satisfactory.

INADEQUACY AND UNCERTAINTY OF FUNDS

Many, but not all of the difficulties, such as those listed above, stem from inadequate financial support. There has always been too little money available from public funds to assure satisfactory schools for all who should be educated. Public funds have been generously supplemented by fees, and donations, often by parents with meager resources, but even then buildings have often been unsatisfactory, salaries too low, supplies too limited and many children could not be accommodated. The situation has been much more serious and unsatisfactory since the war than during the years just prior to that time.

The uncertainty of support has created almost as serious problems in many communities as inadequacy. While transfers from provincial and municipal funds are authorized for schools, and often made, there is no assurance that such action will be taken or that the funds authorized will actually be made available. According to the directive of the Secretary of Finance, provincial boards or municipal councils may make such transfers "after all their obligations, including those for essential services" have been met. Too often, after a transfer has been authorized, the payment is not made until near or after the close of the year. By that time additional obligations may have been incurred and the remaining balance will be insufficient to permit the promise to the schools to be fulfilled in full, or perhaps even in part. Under such conditions adequate planning for the schools becomes impracticable, sometimes salaries during vacation months cannot be paid, and morale is lowered.

POOR COLLECTION OF TAXES

If all taxes levied or assessed were collected, both national and local governments would have been in better position to help support public schools than has been the case. In some provinces and cities less than 50 per cent of the real estate taxes levied each year have been collected, others have had a better record but the national average has ranged between 50 and 60 per cent since the war and is now only about 62 per cent. Apparently, many who could afford to pay the taxes, except when a disaster occurs, do not do so or pay only in part with the hope that Congress will pass a law "condoning" unpaid taxes. Such a step would be inequitable and even the prospect of such action would tend to encourage further delinquency.

There are many indications that the record of income tax payments has been quite unsatisfactory, except for salaried personnel. Those who have the income should pay the taxes and no exceptions should be permitted.

Certain other taxes also present problems and in many cases the record is far from satisfactory. For example, the "residence" tax is ignored by many people who should make the payment. Thus, poor tax collections further complicate the problem of inadequate revenues.

POLITICAL APPROPRIATIONS AND APPORTIONMENTS

School problems cannot be solved on a satisfactory or scientific basis if decisions are based on political considerations. This constitutes one of the most serious problems confronting education in the Philippines. Transfers of municipal, provincial or city funds for schools should be based on need and not be dependent on whether school officials make certain appointments or assignments or take certain other steps suggested or requested by political leaders. Fortunately this has not been a serious problem in all divisions, but the fact that it arises consistently in some areas means there is ample cause for concern. Moreover, during recent years the problem has become national because the funds to be provided for specific positions and services in the divisions and in the Bureau of Public Schools, and the specific schools to receive national support are determined by action of Congress rather than on the basis of studies and the application of a carefully devised and equitable apportionment formula.

DETAILED BUDGET APPROPRIATION

As already pointed out, the Congress specifies in the Budget Act the number of positions and the amount to be appropriated for each position in each school division. This constitutes what is known as a "line item" budget and definitely limits local responsibility and decision making bases on needs.

CONGRESSIONAL LOCATION AND APPROPRIATIONS FOR DESIGNATED SCHOOLS

The need for specific types of schools in the various parts of the Philippines and the relative amount required for the support of each should be determined on the basis of professional study and recommendation rather than by a specific Act of Congress that may be based on political considerations. During the past few years many national, regional and other kinds of schools have been created by Congress, and the appropriation fixed for each. Under such conditions, the development of a well-planned and coordinated educational program becomes impossible, and there are certain to be some inequities, inefficiencies, and unnecessary duplications with resulting lack of economy.

PORK BARREL-AID FOR BUILDINGS

School building needs and priorities can be determined satisfactorily only on the basis of careful studies made in each division under the leadership of the Bureau of Public Schools. There is no conceivable way in which Congress can make appropriations for specified school buildings through Public Works, or provide lump sum appropriations for all purposes, including buildings at designated vocational schools and assure equity. Even the provisions for prefabricated buildings are subject to influence by political leaders. The idea of control of and credit for school buildings may appeal to many political leaders but is not defensible. In the long run, while many needed buildings are provided, there are certain to be many inequities and injustices.

CONTROL BY NON-EDUCATION AGENCIES

While appropriate fiscal agencies of government must take every possible step to assure that the budget is balanced and that all governmental needs have fair and equitable consideration, these agencies should not determine specific educational policies. Fiscal agencies might well propose or if necessary, even require that expenditures be kept within available revenues. They should not, however, be authorized to decide what services and supplies are needed or for what specific educational purposes expenditures should be made and when. The present plan not only permits but invites these criteria to be violated by Congress itself, by the Bureau of Supply Coordination, by the Budget Commission, and by certain other agencies of national and local governments.

FEES FOR STUDENTS

The idea that substantial fees must be paid by students who attend public schools and teacher training institutions is not compatible with the basic concept of public education for improvement of the citizens and, therefore, for the benefit of the nation. Fees, in amounts such as are now required for students in most secondary schools, are not defensible. Parents with the most children and often parents with very limited resources have a very heavy and unfair burden. The nation is certain to handicap itself if present policies continue to be followed.

INEQUALITIES IN SUPPORT

The provinces, municipalities, and cities vary considerably in ability. Some chartered cities are in much better position to support the intermediate grades than others. Some provinces and municipalities can afford to make much more adequate transfers of funds for schools than others.

Most parents in certain provinces and municipalities can afford to pay higher fees for secondary school students than most parents in other areas. The present system of financial supports results in many inequities for the schools that cannot be defended.

EXTREME CENTRALIZATION

Reports of all studies that have been made have called attention to the high degree of centralization in the administration and financing of public schools in the Philippines. Actually, there is marked centralization in financing elementary schools, except as noted below, and in financing national and most other vocational schools. However, there is significant decentralization in financing general secondary schools, since no national funds are involved. This situation implies problems that need attention, but the problem of concern here arises from the national control of expenditures of many kinds for all schools. Because of the regulations and policies that must be observed in this area, local initiatives and responsibility tend to be inhibited.

SHORTAGE OF SUPPLIES, EQUIPMENT AND BOOKS

Schools must have adequate supplies and equipment when they need them if they are to do satisfactory work. In the Philippines, most schools are handicapped not only by inadequate funds for supplies and equipment, including textbooks, but are handicapped by so many restrictions and delays that they sometimes cannot use all of the meager funds that are supposed to be available. Moreover, the supply of textbooks is so limited that both teachers and pupils in many schools are seriously handicapped.

PUBLIC UNDERSTANDING OF FINANCE

One of the difficulties in the Philippines, as in many other countries, is that far too few people understand how the public schools are or should be financed or have much conception of the financial problems and needs. One of the best assurances that schools will be reasonably well supported and that the plan of support will be sound and equitable comes when a majority of the people not only want good schools but appreciate the importance of adequate support. Obviously, most people in the Philippines want good public schools, but not enough so far have insisted that they be properly financed.

Proposed Plan for Financing the Public Schools

There are many conceivable ways of setting about to improve provisions for financing the public school program. Some of these would be much better than others. The most undesirable should not even be considered because they would never be satisfactory. Every proposal should be tested rigorously by applying the characteristics of a satisfactory program previously discussed. Any revision made should conform, in so far as possible, to the basic ideas presented by the characteristics. The best plan should be recognized as the one that conforms most nearly in every respect to the characteristics of a desirable plan.

There are several important stages or steps in improving financial provisions or in devising and implementing a sound program of finance for the public schools in the Philippines. The most important are:

1) *The long-range objectives and characteristics of education and finance should be agreed upon at the beginning.* These, of course, may need to be modified in some respects over a period of years, as the culture develops in the world setting. It must be recognized, of course, that many of these objectives cannot be attained fully in the immediate future under present conditions. However, unless the objectives and characteristics of a desirable program are agreed upon and their attainment is consciously sought, it is likely that expedient action would make it impossible or impracticable for a sound program to be attained. It is particularly important in an underdeveloped area that every objective be sound and that every step be one that contributes to the attainment of the long-range objectives. Expedient steps or the acceptance of policies and procedures that would handicap the program or delay the attainment of any desirable objective should be avoided if at all possible.

2) *Agreement should be reached promptly on the practicable next steps; that is, those that should be taken and implemented within the next few years.* Each of these should be a step in the right direction. Under favorable conditions it may be possible for several significant steps to be taken at one time; under less favorable conditions progress may be slow but it should be certain, made as rapidly as possible and always in the right direction.

3) *A general plan should be developed for moving from the immediate next steps to those which must await further economic developments or social changes but which are essential for the attainment of the major objectives.* This later phase of the program cannot at this time be planned in as much detail as the immediate next steps but it is important that the general plan be agreed upon and observed as fully as possible.

SOME IMPORTANT ASPECTS OF A SOUND PROGRAM

The Congress of the Philippines has already adopted certain aspects of a sound long-range program that have not been fully implemented. For example, a few years ago provision was made for the restoration of the seventh grade and for the continuation of all children through the elementary grades. However, many of the features of a desirable long-range program have not yet been agreed upon nor recognized by Congress as objectives.

The major aspects which the survey staff believes should be included in the program are as follows:

1) Provision of satisfactory elementary schools, teachers, and facilities for every child of elementary school age regardless of where he may live. This should include the provision of a full-day school program for each child for the entire term and for the elimination of double-single sessions and other emergency provisions. It would also mean that the strengthening and full implementation of compulsory attendance and child labor laws, and probably the extension of those laws during coming years to include somewhat older children.

2) A competent teacher for approximately every 30 pupils in the regular grades and classes, and for every 16 to 25 pupils in vocational and technical courses, and for all needed courses for adults.

3) An adequate supply of textbooks and needed instructional materials and services for all schools so teachers will be in a position to do a superior job without unnecessary handicaps.

4) Competent administrators, principals, guidance counselors, librarians, supervisors, and other similar instructional service personnel to meet the needs of all schools. This means the development of a better program of preparation for these personnel and adequate provisions in the finance plan to make it possible for the needed personnel and services to be provided.

5) Careful integration of the program on all levels so children will not be handicapped by gaps or sharp changes in program or policy between levels or aspects of the program. The acceptance of this objective will have important implications for the preparation of teachers for the various grade levels, for the development of the curriculum, for the organ-

ization of 2-2 Plan secondary schools and their relationship to the vocational schools, and for the administrative organization in each school system.

6) The development of a program for the preparation of teachers and other instructional and administrative personnel which will assure that all will be well-prepared and that most of them will be prepared in public educational institutions. It should be recognized that private colleges cannot satisfactorily assume the major responsibility for preparing a large proportion of the personnel for the public schools.

7) The development of the 2-2 Plan secondary schools in most areas, supplemented by vocational and technical schools in certain carefully selected centers.

8) Restoration of the seventh grade as soon as it is practicable.

9) The development of a program and of provisions for organization, administration, and financing schools that will place maximum emphasis on desirable local initiative and responsibility but will continue those aspects of central control found essential for the proper functioning of the program.

10) Making quality education possible by increasing the effort to support public schools to at least 3.5 per cent of the national income and to 4.0 or 4.5 per cent for the support of all public education including the institutions of higher learning. Such an increase should be considered not only possible but essential in the immediate future as a means of assuring the continued economic and cultural improvement of the nation.

11) The establishment of a bona fide partnership plan, between the national and local governments, of basic school support for financing the public elementary and secondary schools program. Procedures for the development and implementation of this plan, as an immediate next step in the program, are explained in the following section of the report.

12) The development and implementation of a similar partnership plan of basic support, involving both local and national funds for financing school buildings.

13) Provisions for financing the schools that assure stable and adequate sources of income. National funds should be provided through adequate appropriations that are released when appropriated and not held subject to certain contingencies or, if necessary, could be assured through tax revenues specifically earmarked for schools. The local revenues should be obtained largely by special levies for school purposes on the equalized assessed valuation of real property.

14) Financial provisions that will make it possible to reduce greatly and eventually to eliminate tuition fees for students in public secondary schools. The cost to the people of providing public secondary schools for students competent to benefit from secondary education will be less than the increased benefit to the nation.

15) The acceptance and establishment of sound procedures for determining the best location of and classification for schools, especially vocational schools and institutions of higher learning, and for allocating national funds for all school purposes. This is essential to assure that all decisions are based on careful and thorough studies and that all funds are equitably distributed on a basis that takes into consideration need, ability and effort.

PROCEDURES FOR DEVELOPING LONG-RANGE PROGRAM AND PRACTICABLE NEXT STEPS

Most of the objectives proposed above are stated in rather general terms. The fact that they are considered desirable by the Survey Team does not mean that all of them will be accepted as bona fide objectives by the people or by the Congress or that steps will be taken to assure that they are implemented as soon as practicable.

The desirability of each of the proposed objectives as well as others which may seem necessary should be studied and discussed throughout the nation both by educators and by lay citizens, including national and local officials. Each objective should eventually be stated as clearly and definitely as possible so everyone will have an opportunity to know what it is and what it means. One purpose of widespread study and discussion should be to promote as much understanding as possible in order to provide some basis for agreement. Once there seems to be general agreement, the major objectives should be approved by Congress with the understanding that many of them will remain goals for a number of years and that every step taken should be in the direction of the recognized goals. The procedure proposed above appears in part to be a continuation of and supplement to activities and responsibilities of the Board of National Education. It is hoped that Congress will show an increasing willingness to accept the professional studies of this Board as a basis for policy decisions.

THE PARTNERSHIP PROGRAM OF BASIC SUPPORT FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS

The establishment of a *partnership program of basic school support* for the operation of elementary and secondary schools could and should have far greater implications than merely increasing the adequacy of financial support for schools. It should help to develop local initiative and responsibility and thus to provide needed safeguards against undesirable centralization. The general plan for the proposed partnership program for the current expense or current operation of the schools is summarized briefly on the following pages. The adoption and implementation of the basic plan should be considered an essential next step in financing public schools in the Philippines.

Measuring Educational Need. The educational need for each province and chartered city and for the entire nation can and should be measured objectively. No political considerations or extraneous factors should be permitted to enter into the formula. Since partnership programs of financial support have begun to be developed, a variety of means for measuring needs has been devised. The most simple and perhaps most equitable involves the *classroom unit.* This is simply a unit of measurement derived by starting with the number of pupils to be educated and arriving at the number of teachers and other instructional personnel needed to carry on the educational program. In fact a rough approximation of this unit is used at the present time in the Philippines except the number of pupils assigned per teacher varies considerably depending on the number of teachers authorized for the division, the extent of double-single sessions or other emergency provisions, and other factors.

1) Primary Schools. The first step which should be taken in the immediate future would be to establish a *teaching unit* based on 40 pupils in the primary grades in regular membership in a full-time school program. This would constitute a considerable improvement of the present provision which in many cases includes classes of 60 pupils with little or no possibility of relief. Such a situation makes it impossible for many teachers to do a satisfactory job.

The 40 pupils per teaching unit applied to the primary grades should include not only the number of pupils enrolled during the previous year but also reasonable provision for accommodating pupils of school age who have not been in any school. Thus if there are 4,000 primary school pupils in a province or city and 40 pupils per classroom is used to measure the need, there would be 100 teaching units authorized. Furthermore if studies indicate that there will be 400 additional pupils during the coming year, another ten units should be authorized if classes are organized for those pupils. If, in any isolated barrio, there are fewer than 40 pupils but as many as 20 to 25, one teaching unit should be authorized to provide for those pupils. In developing this plan it should be understood clearly that the 40 pupils per teaching unit represent only an immediate next step and that as soon as practicable the number should be reduced to 30 to provide a more desirable teaching situation.

2) Intermediate Schools. For the intermediate grades (grades five and six) and for the general high school grades, 40 pupils per teaching unit would be too high not only in terms of present practice but also in terms of desirable teaching possibilities. The divisor for these grades should probably be 30,

depending on arrangements made for principals, for special teachers, and for other services and the extent to which the 5-3 or 3-2 Plan is recognized as a necessary component of a long-range plan.[17]

3) High Schools. The divisor for the high school should also be 30. This divisor should be used only for academic classes. The plan for vocational classes either in the 2-2 Plan high schools or in vocational schools is discussed below.

4) Vocational Schools and Vocational Classes in the 2-2 Plan High School. The vocational classes present a somewhat different problem. Even 30 would be too large for the size of most vocational classes. The enrolment in these departments or schools should probably be divided by 20 (These students should not be counted a second time based on their enrolment in general classes.), or an alternate plan could be used which would allow one teaching unit for the equivalent of each full-time teacher required to carry on the vocational program. The latter would be more subjective than the former but might need to be used for the present.

5) Administrative and Instructional Service Units. The fact should be emphasized that the provisions discussed above would provide only the necessary *teaching units*. There should also be a provision in the plan for administrative services (principals, superintendents, and special assistants), supervisory services, librarians, guidance counselors, and other professionally trained personnel concerned primarily with the instructional program. The best plan would be to provide in the program for one such unit for each 10 teaching units.

The steps for the immediate future in calculating classroom units for each division may then be summarized as follows:

Divide by 40 the number of primary pupils in membership, adjusted for those to be enrolled at the beginning of the new school year; the number of pupils in the intermediate grades, and those in the general secondary school grades by 30; the number of students in vocational programs by 20; then add units for administrative, special supervisory and instructional services at the rate of one for each 10 teaching units. Thus, under this plan, if a province had 4,400 primary pupils, it would have 110 teaching units for these schools. If it had 1,200 in the intermediate grades, there would be 40 teaching units for these grades. If there were 1,200 in the high school grades, another 40 units would be added, and if there were 600 in strictly vocational classes, there would be another 30 units for these, or a total of 180 teaching units for the division. To the teaching units would be added 18 units for administrative and special instructional services.

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[17] The use of a teaching unit based on 30 pupils plus a special administrative and instructional service unit for each 10 teaching units would make the 5-3 or 3-2 Plan possible in most schools.

Translating Needs Into Costs. After units of need have been determined for each province and chartered city the next step is to decide upon a realistic cost figure for each unit, then to multiply the number of units by the cost for the unit. The best plan would be to determine the amount which represents a realistic and reasonably adequate salary for a teacher in each group according to training. Thus, the amount for those with no college training would be set at a low figure; that for those with some college training at a considerably higher figure; that for college graduates at a still higher figure; and that for those having work beyond college graduation at a proportionally higher figure. The number of classroom units in each school division would be multiplied by the percentage of teachers in each training category. The units for each group would then be multiplied by the unit salary allowance for that group based on training. This calculation would give the total amount needed for instructional salaries, except for the units for administrators, supervisors, and others serving on a full year basis. A proportionate amount would have to be added for salaries of such personnel for the extra period of service and for their added responsibility.

For the present, however, there is a possibility that the proposed plan might meet considerable objection since Congress has been accustomed to specifying in detail the number of teachers for each type of position, and appropriating funds on a line-item basis for each division. The present Congressional line-item procedure could be applied to the classroom unit plan for determining positions but, in principle, it would be highly undesirable, and for that reason should be avoided if at all possible.

By using either plan, the amount needed for instructional salaries for each division could readily be determined. In the proposed plan the procedure would be simply to multiply the number of classroom units, represented by the members of the instructional staff in each training category, by the salary allotment for that category. If the present position allotment and WAPCO plan were used, the amount needed for each teacher according to both training and experience would have to be determined. This would be both complicated and time consuming but actually the complications would be far less important than the difference between central control represented by the latter plan, and the much greater local autonomy and initiative represented by the former.

Studies have shown that current expense costs other than for salaries of instructional personnel are rather directly related to the number of classroom units and the cost per unit. Thus, the classroom unit can be used as a measure of need for the other current expense. Ultimately about 20 per cent of the amount included for instructional salaries in the program will have to be allocated for other items of current expense including operation and maintenance costs, fixed charges, clerical service, and in fact all items of cost in the current program except for instructional salaries. That amount would not be practicable nor could it be used wisely in many areas for the present. Therefore, a lower figure will have to be used.

The amount available at the present time for current expense other than instructional salaries is only about ₱55 per classroom unit per year. Obviously this is entirely too little, and as a result, many schools and teachers are handicapped. The amount proposed as the immediate next step for primary and intermediate schools is ₱230 per teaching unit. Thus the amount needed for other current expense would be determined by multiplying the number of teaching units in each division by this figure. It will be necessary to use a somewhat higher figure for high schools and vocational schools. The amount for other current expense should be allocated but should not have to be used for that purpose. There should be no further breakdown on a line-item basis as in the present appropriation and procedures. In other words, if a given division does not need all that has been allocated for other current expense during a given year, part of the amount should be permitted to be used for salaries of instructional personnel or to be carried over for the ensuing year. It should not revert if it is not used because it will certainly be needed. Furthermore a reversion requirement might tend to encourage unnecessary expenditures in some instances.

Determining the Amount Available from Local Support. One essential feature of the partnership plan of support proposed here is that certain local funds must be available in each province and chartered city to help meet the costs of the basic program. Because all of the support for primary, for most intermediate and for national schools has come from national funds and no support for the general secondary schools has been provided by national funds or assured from local sources, many government officials may be inclined to think of the cost of the partnership program as a cost to be provided nationally. That obviously should not be the case, so in order to arrive at the amount of national support it is first necessary to determine the amount to be provided from local funds.

The law should require that each province and chartered city levy a designated tax on real property, the proceeds of which are to be set aside and used to help finance the partnership program. For the present, the amount required should probably be a levy of two-eighths (one-fourth) of one per cent on the assessed valuation of property for the support of elementary schools and one-eighth for the support of secondary schools. Preferably, these two levies should be combined into a levy of three-eights of one per cent for both elementary and secondary schools. The tax of one-eighth of one per cent of the assessed valuation of property for the support of secondary schools should be increased to one-fourth of one per cent when the seventh grade is added, and full support for the high schools included. With property values as assessed in 1958, a levy of one-fourth of one per cent would have brought in ₱10,133,856 from the provinces and ₱5,246,728 from the chartered cities or a total of approximately ₱15,380,600. A levy of three-eighths of one per cent for elementary and high school purposes combined would therefore have provided approximately ₱23,000,000 on the valuation two years ago. This amount will, of course, increase each year as assessed values are increased, assuming that taxes are paid in full as they should be.

There is one problem that should be faced soon that will not necessarily have to be faced immediately. The ratio between assessed and actual valuation of property in each division should be determined and this ratio used in ascertaining the amount that would be provided for each province or chartered city if property were assessed at the average ratio. The actual levy needed to bring in this amount would vary somewhat from one province or city to another until assessments are equalized throughout the country. To care for this problem, it would be necessary to charge some appropriate fiscal or tax supervising agency of the National Government with the responsibility for making continuing studies of property sales in various provinces and cities as a basis for arriving at the ratio between the assessed and true value of property. That ratio for each province and chartered city would be certified each year to the Secretary of Education who should be authorized to determine for each division the levy necessary to provide the funds which would be available from a levy of one-half of one per cent on all real property if it were assessed at average practice.

Studies show that there are rather marked variations in assessment practices in the various provinces and cities at the present time. These studies should be continued and supplemented by the more extensive continuing study plan discussed above.

In the meantime it will be satisfactory for local effort to be determined and local funds provided on the basis of the three-eighths of one per cent levy (two-eighths of one per cent for elementary and one-eighth of one per cent for secondary) as assessed valuation of property proposed above. This will represent most of the local required tax effort to support the partnership program. To this amount, for each division should be added, for the present, the income from a levy of ₱2 per capita of the adult population. This per capita tax, however, should probably be discontinued as soon as the economic situation will make it possible to do so without handicapping the program.

Determining National Funds Needed. Ultimately all that will be necessary to determine the amount of national funds needed to support the partnership program is to calculate the cost of the program on the basis of the number of units and value of each unit, as explained above for each province and chartered city, then to subtract from this amount the yield from the one-half of one per cent levy on real property based on equalized assessed values plus that from the ₱2 per capita levy. The total of the positive differences for the various provinces and chartered cities will be the total national funds to be provided for all. The amount of national funds required for the most wealthy cities and provinces to supply the difference between the local funds available and the costs will be proportionately rather small; whereas in the less wealthy provinces and cities a large proportion of the support will necessarily come from national funds.

In the meantime, the first step will involve some special adjustments. As indicated above, the levy for elementary and for high school purposes should be separated for the present. Thus, from the cost of the elementary program for each province, and chartered city, should be subtracted the yield from a levy of one-fourth of one per cent on the assessed value of the property plus the income from the ₱2 per capita levy. Thus the elementary partnership program would be completely supported by an equitable combination of national and local funds in each division.

The high schools present a somewhat different problem. It apparently will not be possible to move immediately from a system that depends heavily on fees, contributions, and voluntary transfers from provinces and municipalities, to one that eliminates fees and depends entirely on public tax funds. However, it would be highly desirable and should be possible to finance a large part of the program from public tax funds and thus to reduce fees to a reasonable amount in each area. The immediate plan, therefore, should be to provide local support to the extent of a one-eighth per cent tax on assessed valuation and a tuition fee of twenty pesos per student per year. The remainder should be the amount provided by the National Government. Thus about one-half of the general high school program would be financed from local taxes and fees and the other half from the National Government. The local governments might eliminate tuition fees and offer additional services by authorizing sufficient transfers from province or chartered city funds. The vocational schools and normal schools would be completely financed by national funds. As soon as possible there should be a complete partnership support for the basic program in all secondary schools, both the general high schools and secondary vocational schools. The post-secondary, vocational, technical, and teacher training work should probably be supported entirely from national funds.

The proposed partnership program of basic school support for the immediate future may be summarized as follows on the basis of figures for 1959-60.

SUMMARY OF PROPOSED PLAN

The proposed partnership program of basic school support for the immediate future for the elementary schools and for the general high schools, including the high schools on the 2-2 Plan, may be summarized as follows on the basis of figures for 1959-60. It should be clearly understood that if this program does not seem to be attainable in full as a first step, the units can be adjusted downward by increasing the divisor or the cost can be decreased slightly by decreasing the value assigned to the units. In the future, if the people desire bet-

ter schools, the divisors can be decreased to provide additional units and the cost factor per unit can be decreased. It should be clearly understood that decreasing the number of units or the costs would lower the quality of educational services while increasing the number of units or cost, or both, would tend to increase the quality of service. The objective should be to provide adequate financing of the program as soon as possible so as to improve the quality of educational services.

NUMBER OF CLASSROOM UNITS

1. *Elementary Schools*	
a. Primary grades (1 to 4)	
3,552,009[1] ÷ pupils 40[2]	**88,800**
b. Intermediate grades (5 and 6)	
831,182 pupils ÷ 30	**27,706**
c. Total teaching units	**116,506**
d. Units for administrative, supervisory, and special instructional services	
116,506 teaching units ÷ 10	**11,651**
e. Total instructional and administrative units	**128,157**
2. *Secondary Schools*	
a. General secondary schools and academic enrolment in 2-2 Plan high schools	
163,043 students ÷ 30	**5,435**
b. 2-2 Plan high schools, vocational classes	
24,499[3] students ÷ 20	**1,225**
c. Total teaching units	**6,660**
d. Units for administrative, supervisory, and special instruction services personnel	
6,660 teaching units ÷ 10	**666**
e. Total instructional and administrative units	**7,326**
3. Total classroom units for elementary, general secondary and 2-2 Plan high schools.	**135,483**

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[1] Number of pupils is the enrolment as of September 1959 plus an estimated increase to give the estimated number of pupils for school year 1960-61.

[2] Based on full day program for each pupil. If any schools operate on a double-single session or other emergency program basis that requires fewer teachers to operate the school, the divisor would be adjusted accordingly.

[3] These are students in years III and IV who would be enrolled in courses meeting vocational instruction standards. This number excludes duplicates. A student is counted only once, either as an academic or general curriculum student in (a) or as a vocational curriculum student in (b).

4. *National Vocational Schools and Normal Schools*

The national schools are financed completely by the National Government and are thus not a part of a partnership program for financing public schools.

COST OF THE BASIC PARTNERSHIP PROGRAM

1. *Elementary Schools*

a. Salaries of instructional personnel 116,506 teaching units × ₱2,500	**₱291,265,000**
b. Salaries of administrative, supervisory, and special instructional services personnel 11,651 adm.-super.-spec'l units × ₱3,500	**₱ 40,778,500**
c. Amount for other current expenses 128,157 total units × ₱230	**₱ 29,476,110**
d. Total cost for elementary schools	**₱361,519,610**

2. *Secondary Schools*

(General secondary schools and 2-2 Plan high schools)

a. Salaries of instructional personnel 6,660 teaching units × ₱2,500	**₱ 16,650,000**
b. Salaries of administrative, supervisory, and special instructional services personnel 666 adm.-super.-spec'l units × ₱3,500	**₱ 2,331,000**
c. Amount for other current expenses 7,326 total units × ₱460	**₱ 3,379,960**
d. Total cost for secondary schools	**₱ 22,360,960**

AMOUNT TO BE PROVIDED FROM LOCAL FUNDS

(To help to finance cost of Basic Partnership Program)

1. *For Elementary Schools*

a. Yield of a levy of two-eighths of one per cent on assessed valuation of property in each province and chartered city	**₱ 16,000,000**
b. Yield of a two peso per capita school tax	**₱ 16,000,000**
c. Total local funds for support of elementary schools	**₱ 32,000,000**

2. *For Secondary Schools*

a. Yield of levy of one-eighth of one per cent on assessed valuation of property in each province and chartered city	**₱ 8,000,000**
b. Yield of a tuition fee of twenty pesos per high school student enrolled	**₱ 3,750,000**
c. Total local funds for support of secondary schools	**₱ 11,750,000**

AMOUNT TO BE PROVIDED BY THE NATIONAL GOVERNMENT

(To assure adequate financing of partnership program
to provide basic school support)

1. *For Elementary Schools*	
a. Total cost of elementary schools	₱361,519,610
b. Yield of local ad valorem and per capita taxes	₱ 32,000,000
c. To be provided by the National Government	₱329,519,610
2. *For Secondary Schools*	
a. Total cost of secondary schools	₱ 22,360,960
b. Yield of local ad valorem tax and student tuition fees	₱ 11,750,000
c. To be provided by the National Government	₱ 10,610,960
3. Total to be provided by the National Government for elementary and secondary schools	₱340,130,570

THE PARTNERSHIP PROGRAM FOR FINANCING CAPITAL OUTLAY

Essentially the plan that should be used in financing capital outlay (school sites, buildings and equipment) is quite simple. The classroom units discussed above for measuring the need for the current program should also be used in measuring the need for capital outlay.

In order to determine the amount needed each year to finance a long-range program, the cost of constructing adequate classrooms with related instructional offices and service space should be determined by careful studies. On the basis of present figures, it seems this would be between ₱6,000 and ₱12,000 per classroom unit, depending to a great extent on construction standards and partly on the location. If defensible costs for the type of construction needed to assure relatively permanent and satisfactory classrooms is found to be ₱9,000 and if it is assumed that these buildings would last 30 years, if properly maintained, before they would need to be reconstructed or completely renovated, the cost per year would be approximately ₱300 per classroom unit. The annual cost at ₱6,000 per unit for 20-year buildings would also be ₱300 per unit. If ₱300 were multiplied by the total number of classroom units in each province and chartered city (approximately 130,000 classroom units), the amount needed annually to assure that all classroom units are eventually constructed, would be in round figures ₱39,000,000. This would be the total cost to be met by national and local funds. If each province and chartered city is required to make an annual levy of approximately one-eighth of one per cent on the assessed valuation of property to provide funds to be set aside for school building construction, the annual amount provided would be approximately ₱8,000,000 from local sources and would increase each year. Thus the amount that would need to be provided by the National Government would be the difference between the ₱8,000,000 from local sources and the approximate ₱39,000,000 found to be the total cost by the multiplication indicated above, or approximately ₱31,000,000 per year. This plan would provide an objective basis for making money available to the provinces and chartered cities in accordance with need and would enable them to schedule construction projects in accordance with a long-range plan which should mean that eventually all needs would be met. The annual appropriation required by the National Government would be no greater for this sound and objective plan than now required for the unsatisfactory "pork barrel" and other provisions that are subject to political influence or control.

It is important that the present "pork barrel" plan be discontinued as soon as possible. In the near future, therefore, an objective plan that will provide for meeting at least major needs should be adopted as a means of beginning on a long-range program which will eventually enable the Philippines to meet all capital outlay needs on a continuing basis.

Implementing the Partnership Program

The partnership program of basic school support should provide maximum opportunity for local initiative and responsibility and optimum encouragement for local interest and support of the program. This should not be interpreted to mean that many services and functions now provided by the central government should be discontinued and handed over to officials in the provinces and chartered cities. The first steps needed in preparing to implement the program should involve careful studies to determine what can and should continue to be done centrally and what ultimately should be assigned as a local responsibility. This report can suggest only a few of the factors to be taken into consideration and some of the procedures to be followed. No blueprint would be desirable at this stage. The plan developed should be one agreed upon, on the basis of considerable study and discussion, as the best plan for the Philippines.

The local school officials in provinces and chartered cities should be responsible for budgeting and expending funds received from the proposed tax on general property and from the per capita tax, subject, of course, to requirements necessary to assure that these funds are safeguarded and that the partnership program standards are met. Furthermore the funds for other current expense should also be released for local use in accordance with the partnership or foundation program requirements. These funds might well be released and made available on a monthly basis instead of on a quarterly basis. The Bureau of Supply Coordination might continue to clear requisitions for items that can be purchased in quantity more economically through a central plan than would be possible if they were purchased locally. However, this does not imply in any sense that the present cumbersome system should be retained but indicates instead there might be some advantages in retaining some of the more promising elements.

After the appropriations have been made for the various provinces and chartered cities, the budgets might well continue to be sent to the Bureau of Public Schools but should not have to be cleared by the Budget Commission. There should be no opportunity for other agencies of government to determine what educational policies are or are not desirable. This should be a responsibility of educational leadership.

The extent to which desirable decentralization can take place in the near future will, of course, be determined largely by the ability and willingness of local school officials to meet their proper responsibilities. The excuse for delaying needed decentralization can always be made that some local school officials would not handle matters properly. That is not necessarily a valid excuse. The objective and effort should be to assure that only competent, properly prepared people are selected and assigned to administrative responsibilities in provinces and chartered cities and to expect them to meet their responsibilities promptly and efficiently. If any fail to do so they should, of course, be replaced promptly with others who can assume the responsibility. The easiest thing to do in any country is to continue a highly centralized plan once it has been developed and become accepted. There are always problems in making any change. If the potentialities inherent in the partnership program concept are to be attained, desirable decentralization should be carefully planned and should be carried out as promptly as possible in the Philippines.

Program of Support for National Schools

There are certain national schools, including the national vocational schools and the normal schools, that should continue to be supported entirely from national funds. The plan for support of these schools may briefly be summarized as follows:

1. *National Vocational Schools*

As pointed out elsewhere in the report, some of the present national vocational schools cannot be justified as national schools. The entire matter should be restudied. Those that in reality should serve as national or regional schools should be supported from national funds. The need for support can be computed on the basis of 20 pupils per teaching unit plus units for administrative and special instructional services as follows:

a. Number of teaching units
58,926 students ÷ 20 — 2,946

b. Units for administrative, supervisory, and special instructional services
2,946 teaching units ÷ 10 — 295

c. Salaries of instructional personnel
2,946 teaching units × ₱3,000 — ₱ 8,838,000

d. Salaries of administrative, supervisory, and special instructional services personnel
295 adm.-super.-spec'l units × ₱4,500 — ₱ 1,327,500

e. Amount for other current expenses
3,241 total units × ₱1,000 — ₱ 3,241,000

f. Total cost for vocational schools — ₱13,406,500

2. *Normal Schools.* Support of the existing normal schools should be considerably increased and additional schools should be established as needed, as pointed out elsewhere in this report. The units for normal schools should be determined by dividing the number of students by 20 and adding the administrative and special instructional service units. The number of units needed and the amount for the ensuing year will be approximately as follows:

a. Number of teaching units
5,051 students ÷ 15 — 337

b. Units for administrative, supervisory, and special instructional services
337 teaching units ÷ 10 — 34

c. Salaries of instructional personnel
337 teaching units × ₱3,000 — ₱ 1,011,000

d. Salaries of administrative, supervisory, and special instructional services personnel
34 adm-sup.-spec'l units × ₱4,600 — ₱ 156,400

e. Amount for other current expenses
371 total units × ₱800 — ₱ 296,800

f. Total cost for normal schools — ₱ 1,464,200

SUMMARY OF TOTAL OPERATING COSTS OF PROPOSED PLAN FOR FINANCING PUBLIC SCHOOLS

	Local Government	*National Government*	*Total Cost*
Partnership Program			
Elementary Schools	₱32,000,000	₱329,519,610	₱361,519,610
Secondary Schools	11,750,000	10,610,960	22,360,960
National Schools			
Vocational Schools	———	13,406,500	13,406,500
Normals Schools	———	1,464,200	1,464,200
Total	₱43,750,000	₱355,001,270	₱398,751,270

SUMMARY OF RECOMMENDATIONS

The recommendations given below are designed to enable the people of the Philippines, who are so interested in providing educational opportunities for their children, to develop a plan of financial support that should make it possible for the public schools throughout the islands to provide the quality and quantity of education urgently needed to improve the economy and status of the nation. These recommendations are based on a careful study of the problems, needs, and possibilities discussed in this report.

The Survey Team believes it is possible to achieve a sound and adequate program of public education in the Philippines only if (1) the program is carefully designed and periodically redesigned to meet the educational needs and aspirations of the people, (2) maximum emphasis is placed on the development of desirable local interest, initiative and responsibility, (3) needless and handicapping regulations, requirements, and red tape are eliminated, (4) educational policies are developed on a professional basis after careful studies and without undue influence or control by those concerned primarily with partisan politics, sectarian religion, economic stratification, or other special interests, and (5) financial support is provided in accordance with a plan which will enable all schools to function economically and effectively.

While a number of specific recommendations are presented below, it should be recognized that all proposals are interrelated and that each is an essential part of a comprehensive plan. The fact should also be kept in mind that both immediate next steps and long-range objectives are presented and that in proceeding to implement the program each step should be designed to facilitate the attainment of desirable long-range objectives.

1. *The people of the Philippines should proceed promptly, under appropriate leadership, to agree upon, state, and persuade their Congress to recognize and accept desirable long-range objectives of the program of public education and to take immediate steps to begin to attain those objectives.* One of the major objectives, of course, should be to develop a program of public education that will make the maximum possible contribution to the improvement of the people of the Philippines and of the Philippines as a nation. Some of the essential steps toward the attainment of that and other objectives are: (1) To see that every child of elementary school age, regardless of where he may live, has access to and participates in a good program of elementary education; (2) To provide for full-day sessions for every pupil and thus to eliminate double-single sessions and other emergency and makeshift provisions; (3) To restore the seventh grade as soon as possible, and eventually plan to establish work at the eighth grade level; (4) To provide a comprehensive high school program including both general and vocational education for all who can benefit from such a program and to eliminate or greatly reduce discriminatory fees and other charges; (5) To assure that competent teachers will be available for all children in public schools and, as one means of doing this, to provide an adequate program of teacher education primarily through strong public institutions responsible for preparing teachers; (6) To assure adequate instructional supplies and textbooks for all teachers and children; (7) To reduce the average class size

to not more than 40 in all schools and eventually to not more than 30, and to provide the essential administrative, supervisory, and special instructional services needed for a good program; (8) To provide attractive, suitable, and adequate buildings for all children in the public schools; and (9) To develop comprehensive secondary schools including strong vocational departments in most areas and, where separate vocational schools or vocational classes are maintained, to facilitate desirable transfer of students on a full- or part-time basis from one kind of school department to another.

2. *The financial effort to support public schools should be increased to at least three and one-half per cent of the national income for the public elementary and secondary and to four or four and one-half per cent for all aspects of public education.* Studies show that underdeveloped nations in particular can make many improvements by increasing their expenditure for public education provided the funds are used to develop the kind of schools and program that will make a maximum contribution to the development of the nation. The present financial effort in the Philippines of approximately 2.4 per cent of the national income for the public schools is more limited than that in a number of other countries and will need to be increased if the Philippine nation is to continue to make rapid progress. The proposed increase will be necessary to make possible some of the steps listed above and to implement the program outlined in the following recommendations relating to the plan of school support.

3. *The present plan for financing the operation of the public schools should be completely revised to assure (1) greater stability and certainty of support, (2) more adequate support for all schools and lower student fees for the general secondary schools and (3) continuing support based on ability or need as determined on a scientific basis and not subject to manipulation in terms of political pressures or other considerations.* It is not possible to adjust or patch up the present program and policies in such a way as to meet the needs. While more adequate funds could be provided through the present plan, the plan itself is not satisfactory and in some respects

would detract from, instead of contributing to, the attainment of some of the purposes previously indicated as desirable.

4. *A partnership program of basic school support should be developed and adopted in the immediate future as a means of financing the current school program.* This plan should include (1) objective procedures for determining educational needs and costs of elementary and secondary schools in each province and chartered city; (2) a designated required levy on real property and in per capita tax in each province and chartered city to provide the local share required in the partnership plan of financial support for the basic school program; and (3) provisions for the National Government to provide for each province and chartered city the difference between the funds available from the required local tax explained in (2) above and the total cost of the basic program as determined by (1) above. The design for this program, discussed in detail in the chapter, is summarized briefly below:

Classroom Units. The first step is to develop an objective basis for measuring educational need in each province and chartered city. The number of units per teacher should be determined for the present as follows: Allow one unit for each 40 pupils in membership in primary schools provided a teacher is employed. This should include units for "extension" classes as a part of the regular program. Ultimately one unit should be included for each 30 pupils instead of each 40 pupils, but that would be impracticable at present.

For the intermediate grades (grades five and six) and for the general high school grades, allow one unit for each 30 pupils in membership. For the vocational schools and classes, allow one unit for each 20 pupils enrolled in strictly vocational classes or one unit for each full-time position authorized.

In addition, one unit for each 10 teaching positions should be authorized for administrative and special instructional services including principals, librarians, counselors, and other similar personnel. The total of these units will constitute the total number of classroom units for the Division.

Cost of the Program. The cost of the basic program in each province and chartered city should be determined as follows: (1) Apply a training allotment scale or, if necessary, the WAPCO scale, to the units allotted for teaching positions and to administrative, supervisory and special instructional positions in elementary schools and high schools. As soon as practicable the experience steps now used should be eliminated, and the amount determined by applying the salary allowance based on each preparation classification to the number of units representing teachers and other instructional personnel falling in that classification.

The amount needed for current expense other than instructional salaries should be determined, for the present, by multiplying, for elementary schools, the number of classroom units by ₱230; and for secondary schools, the number of classroom units by ₱460. This amount for elementary schools, while considerably higher than that now provided, will undoubtedly need to be increased to at least ₱400 within a short time and further increases will probably be found to be necessary at a later date for both elementary and secondary.

The total cost of the basic program for each province and chartered city will then be the sum of the amount for instructional salaries and of the amount for other current expense, determined as explained above. For the present, these sums will need to be calculated separately for elementary, general secondary, and vocational classes.

Local Funds. The funds to be provided toward the cost of the partnership program by each province and chartered city should be determined by applying a two-eighths of one per cent levy to the assessed valuation of all real property for elementary school purposes and another one-eighth of one per cent to the assessed valuation of real property for high school purposes, and adding the proceeds of a ₱2 per capita tax. As soon as practicable it will be necessary either to equalize assessment practices throughout the nation or to apply a ratio based on a study of sales prices related to assessed value in order to assure equity. Eventually it should not be necessary to differentiate between the levy for elementary schools and for secondary schools.

National Funds. The national funds to be provided to assure that the cost of the basic elementary school program will be met in all provinces and chartered cities will be determined for each by subtracting the amount provided by the local required levy and per capita tax from the total cost of the basic program. It will be necessary that this calculation be made separately for elementary and secondary schools for the present. In the case of elementary schools, the National Government should provide the difference between the yield from the local required tax and the total cost of the program. In the case of secondary schools, the National Government should provide the difference between the yield from the local required tax and fees and the calculated cost of the program in general secondary schools plus the total cost of the program in vocational classes. This procedure will make it possible to reduce fees for students in these schools. Eventually the total cost should be included for general secondary schools so fees can be eliminated.

5. ***As soon as possible the continuing partnership plan of basic support for the construction of public school buildings should be substituted for the present "pork-barrel" plan and other relatively subjective procedures.*** The long-range plan should provide an annual amount for each province and chartered city represented by the cost of construction per classroom unit (including related service space) divided by the number of years a well-constructed building should last (perhaps 30) multiplied by the number of classroom units in the Division. The National Government should provide the difference between the amount that would be available in each division from a one-eighth of one per cent levy on the equalized assessed valuation of real property and the total annual cost of the program. The cost per classroom unit included in the program during each of the next few years should not be less than ₱300 adjusted as necessary by using a cost of construction index.

6. *An assured source of local revenues for school support should be provided by requiring each province and chartered city to levy the equivalent of two-eighths of one per cent on equalized assessed value of the real property in that division, for elementary schools, another one-eighth of one per cent for secondary schools, and still another one-eighth of one per cent for school buildings.* In addition a required ₱2 tax per adult in the division should be collected and set aside for school purposes to help meet the local cost of the basic program. Optional taxes on property beyond these amounts could also be authorized to be levied for school purposes by provinces, chartered cities, and perhaps even barrios. Transfers from provincial or municipal funds for school purposes should also continue to be authorized.

7. *A determined effort should be made to assure adequate national revenues for school and other purposes by developing a plan to make certain that all taxes are collected as levied and assessed, levy a severance tax on certain important national resources, and by increasing levies especially in the upper brackets on incomes, inheritances and gifts, and on luxuries.* It is apparent that tax collections based on present assessments and levies can and should be materially increased and thus provide considerable additional revenue. Undoubtedly higher levies based on ability to pay will be needed. Only if the present uncertainty concerning national revenues continues with the result that needed revenues to support the basic school program are not available, should special earmarked national tax revenue sources for school purposes be considered.

8. *The Congress should consistently and without fail appropriate the amount necessary to finance the National Government's share of the basic school program and should authorize the prompt release of all such funds when appropriate.* The partnership program of school support obviously will not work unless the National Government takes steps to assure that it is financed in full. Any delays or uncertainties will handicap the program and make it less effective than it should

be. If the senior partner, the National Government, is to expect the junior partners, the local divisions, to contribute their respective shares to support the foundation program, the National Government should always meet its obligations and responsibilities.

9. *Adequate financial provision should be made to enable the division superintendents to provide needed services.* The appropriation should be sufficient to enable division superintendents to employ the quality of personnel needed to assure that efficient service will be rendered through his office. New duties and responsibilities bring new demands for equipment and supplies. The Bureau of Public Schools should, therefore, develop a formula to assure that adequate salaries can be paid and that sufficient funds are provided to meet the needs.

10. *The normal schools should be more adequately financed than at present and additional schools should be established as needed.* These schools have a tremendous responsibility for preparing a major proportion of the elementary teachers for the nation. They must, therefore, be in position to provide a sufficient number of competent staff members to meet their responsibilities. Moreover consideration shoud be given to the possibility of providing limited scholarships for people of outstanding competence who are especially interested and have the qualities needed to enable them to prepare to teach. Such a provision will pay substantial dividends to the nation.

11. *The Congress and the Department of Education should establish only those minimum standards and safeguards that are found to be essential to assure that the partnership program of basic school support will operate satisfactorily and efficiently.* The entire operation of the partnership program could be greatly handicapped if needless requirements and restrictions are established. There should be maximum opportunity for local initiative and responsibility in implementing the program. The following provisions may be found necessary and desirable: (1) the funds for salaries of instructional personnel should continue to be kept in the National Treasury and disbursed for payroll payments through the use

of IBM equipment, as at present but eventually the possibility of transmitting these funds to provinces and chartered cities should be considered, (2) funds for instructional salaries should be used only for salaries of authorized instructional personnel within the limits of the classroom units determined for the division. Thus salary funds would be disbursed only as personnel are employed. However, provision would need to be made for payment of substitute teachers necessitated by absences on account of sick leave.

12. *Provision should be made for including all needs of the current year in the partnership program of basic school support.* The present plan of waiting until after the school year begins to authorize an uncertain number of "extension" classes is highly unsatisfactory and disturbing to the school program. The classroom units included in the basic program should cover those needed for extension classes and for growth. Moreover provision should be made for recognizing any improved training of teachers employed during the current year to assure that the program is in every respect possible on a current basis.

13. *The Department of Education should develop a plan to assure that all information needed to evaluate financial as well as other educational needs and developments and to determine status and trends is readily available each year and is accurate and complete.* Under present practices it is impossible to obtain complete information regarding the financial support of schools without special inquiries. In many cases transfers made after the close of the school year are not included in the reports. The reports should make it possible, soon after the close of each fiscal year, to determine the amounts expended for the various categories of current expense as well as for capital outlay, the amount of funds received from each source during the year and other similar pertinent information.

14. *A thorough study should be made of special and regular reports, clearances, and other procedures relating to finance as a basis for eliminating reports that are little used and procedures that involve needless paper work, delays and*

red tape. Only information that will be used should be requested, and reports should be revised to assure that all items relating to finance are readily and promptly available. The number of different persons who have to handle any report or document before there is action should be reduced to a minimum. No one should be satisfied until the present cumbersome procedures are thoroughly revised. Annual attendance reports for the previous year should be submitted by June 1, and finance reports by August 1.

15. *The budget authorized by Congress for each division or school should specify only the total of funds for major categories, thus restoring the opportunity for local initiative and responsibility*. At no time should the individual positions and amounts for these positions be specified.

16. *The budgets for divisions and for national schools should be reviewed and subject to approval only by the Bureau of Public Schools whose personnel should be familiar with the needs of the educational program*. Budgets should not have to be reviewed by the Budget Commission where personnel may not understand the problems. The authority of the Budget Commission should not extend beyond uniform percentage reduction of total funds under specified conditions involving a shortage of national revenues.

17. *Representatives from the Department of Education, the Bureau of Public Schools, the Department of Finance and the office of the Auditor General should agree upon and prescribe guiding policies for auditing school accounts and disbursing school funds*. These policies should provide that (1) the needs as to quality and quantity and the time items as required should be determined in all cases by school officials, (2) the treasurer or disbursing officer should have authority to disapprove a proposed expenditure only when insufficient funds are available to meet the request, and (3) the auditor should ascertain only that the expenditures are properly authorized, that all documents are in order and that proper legal safeguards are observed.

18. *Only requisitions for items costing more than ₱4,000 that are not available locally, should in the future be required to be cleared through the Bureau of Supply Coordination.* Further, if there has been no action by the Bureau of Supply Coordination on a requisition within two months after it has been transmitted to this bureau, the superintendent filing the requisition, with the approval of the Bureau of Public Schools, should be authorized to purchase the items without further delay.

19. *When a part is needed for repair of a machine or piece of equipment on hand and needed for instruction in any division, the superintendent of the division should be authorized, with the approval of the Bureau of Public Schools, to purchase the needed repair part.* Such a procedure should help to avoid the costly delays and disruptions of the program that have occurred in the past. Plans should also be developed to assure that a reasonable supply of commonly used repair parts is on hand at times. There can be no excuse, except lack of funds for unavailability of the needed repair part, for any piece of equipment to stand idle and thus deteriorate for several months or years.

20. *Vocational schools should be permitted to purchase livestock, feed for animals, or needed plants with the approval of the Bureau of Public Schools and without clearance through the Bureau of Supply Coordination.* A program in the field cannot be operated satisfactorily when it is subject to the control or veto of people who do not know or understand the situation. These schools should also be permitted, within the limits of regulations prescribed by the Department of Education, to sell products produced through school activities and use the proceeds for the benefit of the school program.

APPENDICES

APPENDIX A. NUMBER OF STUDENTS AND PUPILS INCLUDED IN THE BPS-ICA-NEC SURVEY OF GENERAL EDUCATION BY REGIONS, DIVISIONS, AND SCHOOLS

Regions	*Divisions*	*Towns*	*Names of High Schools*	*Names of Test*		*Names of Central Schools*	*Names of Test*		*Names of Barrio Schools*	*Names of Test*	
				Metro	Stfd.		Phil. A. T.	Stfd.		Phil. A. T.	Stfd.
Northern Luzon	Cagayan	Tuguegarao	Cagayan High School	35	35				Anafunan Elem.	19	19
		Camalaniugan	Camalaniugan High School	14	14	Camalaniugan Elem.	19	18	Ziminila Elem.	8	8
									Dugo Elem.	31	31
		Lallo				Lallo Elem.	24	24	Sta. Maria Elem.	9	10
	Ilocos Sur	Vigan	Ilocos Sur High School	35	35	Vigan Elem.	31	32	Salindeg Elem.	10	10
		Narvacan	Narvacan High School	35	35	Narvacan Elementary	35	35	Nagsangalan Elementary	17	17
									San Pedro Elem.	17	16
									San Antonio Elementary	17	16
Central Luzon	Nueva Ecija	Cabanatuan	N. E. High School	35	34	Cabanatuan West Elem.	35	35	Leonarda O. Francisco Elementary	10	10
									Cabanatuan North Elem.	15	15
		Sn. Jose	North Prov. High School	35	35	Sn. Jose West Elementary	35	35	Abar 1st Elem.	15	14
									Sto. Tomas Elementary	14	14
	Zambales	Iba Botolan	Zambales High School	35	35	Botolan Elem.	35	35	Bancal Elem.	12	11
									Panan Elem.	14	14
		Olongapo	Olongapo High School	35	35	Bajac-bajac Elementary	35	35	Asinan Elem.	35	35
									Nelly E. Brown Elementary	35	35

APPENDIX A.—CONTINUED

Manila Area	Pasay City	Pasay City High School	35	35	Jose Rizal Elem.	35	35
					Raja Soliman Elementary	35	35
					Bonifacio Elem.	35	35
					P. Zamora Elementary	35	35
					Epifanio de los Santos Elem.	35	35
					L. Paez Elem.	35	35
	Manila	Jose A. Santos High School	35	35	Balagtas Elem.	35	34
		Manuel A. Roxas High School	35	35	Burgos Elem.	35	35
					J. Rizal Elem.	35	35
					Tomas Remegio Elementary	35	35
					Justo Lukban Elementary	35	35
					Juan Sumulong Elementary	35	35
	Quezon City	Kamuning High School	35	35	Kamuning Elementary	35	35
		San Francisco High School	35	35	Sn. Francisco Elementary	35	35
					Magsaysay Elementary	35	35
					San Jose Elem.	35	33
					Cubao Elem.	35	35
					P. Bernardo Elem.	35	35

APPENDIX A.—CONTINUED

Southern Luzon	Rizal	Muntinlupa	Muntinlupa High School	35	35	Muntinlupa Elementary	35	35	Alabang Elem.	35	35
									Bayanan Elem.	21	22
		Pasig	Pasig Prov. High School	35	35	Pasig Elem.	35	35	Pinagbuhatan Elementary	16	15
									Santolan Elem.	21	22
	Quezon	Lucena	Quezon Prov. High School	35	35	Lucena Elem.	35	35	Cotta Elem.	33	31
		Tayabas	Luis Palad High School	35	35	Tayabas Elem.	35	35	Kalumpang Elementary	25	24
		Sariaya							Bucal Elem.	26	26
									Lutukan Elem.	30	30
Bicol Area	Camarines	Daet	Camarines Norte High	35	35	Daet Elem.	35	35	Alawihao Elem.	12	13
		J. Panganiban	J. Panganiban High	35	35	J. Panganiban Elem.	35	35	Mampurog Elementary	10	10
									San Mauricio Elementary	10	9
									Larap Elem.	35	35
	Sorsogon	Gubat	Gubat High School	35	35	Gubat Elem.	35	35	Tabi Elem.	11	10
									Bulacao Elem	10	11
		Sorsogon	Sorsogon High School	35	35						
		Bacon				Bacon Elem.	35	35	Balete Elem.	14	14
									Sugod Elem.	9	8
Eastern Visayas	Cebu	Argao	Cebu South Prov. High	34	35	Argao Central Elementary	35	35	Binlad Elem.	11	10
									Talaga Elem.	16	17
		Dalaguete	Dalaguete Prov. High	21	21	Dalaguete Central Elementary	35	35	Casay Elem.	15	23
									Cawayan Elem.	15	15
	Bohol	Tagbilaran	Bohol High School	35	35	Tagbilaran Elementary	35	35	Gabac Elem.	9	9
									Tolato Elem.	10	9
		Clarin	Clarin High School	18	18	Clarin Elem.	35	35	Bagtongbad Elementary	6	9
									Nahawan Elem.	10	10

APPENDIX A.—CONTINUED

Western Visayas	Antique	Sn. Jose	Antique High School	35	35	San Jose Elem.	35	35	San Pedro Elementary	25	22
									Inabasan Elem.	9	9
		Culasi	Northern Antique High School	35	35	Culasi Elem.	35	35	Batonan Elem.	10	11
									San Luis Condes Elementary	10	10
	Negros Occidental	La Castellana	La Castellana High	27	27	La Castellana South	35	35	Cabagna-an Elementary	6	6
									Lalagsan Elem.	14	14
	Bacolod City	Bacolod City	Bacolod City High	35	35	Bacolod North Elementary	35	35	Bacolod-Murcia Elementary	35	35
									Sum-ag Elem.	35	35
Mindanao Area	Davao	Davao City	Davao City High	35	35	Davao Central	35	35	Matina Elem.	26	26
									Gumalang Elem.	13	13
		Sta. Cruz	Sta. Cruz Prov. High	16	16	Sta. Cruz Central Elem.	29	29	Tuban Elem.	21	21
									Inawayan Elem.	14	14
	Zamboanga City	Zamboanga City	Zamboanga City High	35	35	Zamboanga Central Elem.	35	35	Mercedes Elem.	24	24
									Rio Hondo Elem.	23	23
	Basilan City	Isabela	Basilan City High	35	35	Isabela Central Elementary	35	35	Isabela East Elementary	32	32
									Buahan Elem.	8	8
Totals				1075	1075		1573	1569		993	995

APPENDIX B. CRITERIA FOR THE EVALUATION OF THE ELEMENTARY SCHOOL PROGRAM

TABLE A. EDUCATION PROGRAM

Items Rated	*School Official Evaluating the School*	*Graphic Scale* (1 2 3 4 5)
1. Provision of learning activities that inculcate moral and spiritual values	Dist. Supv.	3.5
	Principal	3.70
2. Provision of learning activities that develop an enlightened, patriotic, useful and upright citizenry in a democratic society	Dist. Supv.	3.68
	Principal	3.80
3. Provision of learning activities that instill habits of industry and thrift	Dist. Supv.	3.36
	Principal	3.70
4. Provision of learning activities that prepare individuals to contribute to the economic development and wise conservation of the nation's natural resources	Dist. Supv.	3.08
	Principal	3.39
5. Provision of learning activities that strengthen family solidarity, improve community life, and promote nationalism	Dist. Supv.	3.54
	Principal	3.74
6. Provision of learning activities that help perpetuate all that is desirable in our national heritage, and promote the cause of world peace	Dist. Supv.	3.35
	Principal	3.53
7. Provision of learning activities that promote the sciences, arts and letters for the enrichment of life and the recognition of the dignity of the human person	Dist. Supv.	2.99
	Principal	3.38
8. Extent to which it develops the welfare of the community and the people as a whole	Dist. Supv.	3.34
	Principal	3.54
9. Extent to which it takes care of the growth and development of the pupils	Dist. Supv.	3.54
	Principal	3.69
10. Provision for activities which develop skills, concepts, attitudes, appreciations, etc., in the fundamental and special subjects	Dist. Supv.	3.68
	Principal	3.74
TOTAL AVERAGE	Dist. Supv.	3.40
	Principal	3.98

TABLE B. INSTRUCTIONAL MATERIALS: Textbooks, References, Equipment, Supplies, and Other Teaching Aids.

Items Rated	*School Official Evaluating the School*	*Graphic Scale* 1 2 3 4 5
1. Provision for an adequate supply of textbooks for various classes	Dist. Supv.	1.85
	Principal	2.14
2. Suitability of the materials to the varied needs, interests, social maturity and capacities of pupils	Dist. Supv.	2.77
	Principal	2.86
3. Adequacy of supply of supplementary reading materials and references	Dist. Supv.	2.06
	Principal	2.23
4. Adequacy and efficient use of classroom equipment, visual materials, instructional aids and supplies	Dist. Supv.	2.70
	Principal	2.95
5. Adequacy and efficient use of equipment and supplies for work education: Fundamental Handwork	Dist. Supv.	2.28
	Principal	2.55
Home Economics	Dist. Supv.	2.60
	Principal	2.84
Industrial Arts	Dist. Supv.	2.36
	Principal	2.67
Gardening	Dist. Supv.	2.63
	Principal	2.76
6. Adequacy of preparation of charts and other materials by teachers and pupils	Dist. Supv.	3.20
	Principal	3.45
TOTAL AVERAGE	Dist. Supv.	2.50
	Principal	2.72

TABLE C. QUALITY OF INSTRUCTION

Items Rated	*School Official Evaluating the School*	*Graphic Scale* 1 2 3 4 5
1. Extent to which instruction develops effective study and work habits	Dist. Supv.	3.26
	Principal	3.51
2. Extent to which meaningful activities are utilized	Dist. Supv.	3.42
	Principal	3.59
3. Flexibility of instruction and schedule to adapt them to individual differences of the learners	Dist. Supv.	3.50
	Principal	3.61
4. Extent of effective daily planning and preparation by teachers	Dist. Supv.	3.73
	Principal	3.90
5. Provision for a wide variety of classroom activities to develop fundamental skills and other outcomes	Dist. Supv.	3.40
	Principal	3.49
6. Presence of desirable classroom atmosphere to facilitate teaching and learning	Dist. Supv.	3.50
	Principal	3.68
7. Provision for learning activities that develop thinking ability rather than memorization	Dist. Supv.	3.27
	Principal	3.52
TOTAL AVERAGE	Dist. Supv.	3.44
	Principal	3.61

TABLE D. IN-SERVICE EDUCATION AND LEADERSHIP TRAINING

Items Rated	School Official Evaluating the School	Graphic Scale 1 2 3 4 5
1. Advancement of teacher growth and personality through professional training	Dist. Supv. Principal	3.66 3.69
2. Evidence of sharing professional literature among teachers for their growth	Dist. Supv. Principal	3.38 3.66
3. Extent of membership and participation in teachers' organizations, national and local	Dist. Supv. Principal	3.77 3.88
4. Extent of the use of faculty meetings to promote in-service education of teachers	Dist. Supv. Principal	4.09 4.03
5. Evidence that workshops, seminars and committee work are conducted to advance teachers' professional growth	Dist. Supv. Principal	3.92 3.96
6. Use of other in-service education activities that promote democratic leadership among teachers and laymen	Dist. Supv. Principal	3.65 3.62
TOTAL AVERAGE	Dist. Supv. Principal	3.74 3.81

TABLE E. INSTRUCTION IN CHARACTER AND GOOD CITIZENSHIP

Items Rated	*School Official Evaluating the School*	*Graphic Scale* 1 2 3 4 5
1. Extent to which the school practices the principles underlying good citizenship and serves as a laboratory for developing good citizenship and character	Dist. Supv.	3.62
	Principal	3.71
2. Evidence that pupils recognize that every freedom has its attendant responsibilities	Dist. Supv.	3.13
	Principal	3.38
3. Development of leadership and intelligent followership among pupils through effective school and community organizations and activities	Dist. Supv.	3.30
	Principal	3.48
4. Effect of a definite time allotment for good manners and right conduct and of the use of instructional materials in developing character and citizenship	Dist. Supv.	3.72
	Principal	3.64
TOTAL AVERAGE	Dist. Supv.	3.44
	Principal	3.54

TABLE F. PROGRAM OF ADMINISTRATION AND SUPERVISION

Items Rated	*School Official Evaluating the School*	*Graphic Scale* 1 2 3 4 5
1. Evidence that supervision makes teachers aware of their own problems and helps them in their solution	Dist. Supv.	4.12
	Principal	4.07
2. Presence of situations where teachers can learn from others through group interaction	Dist. Supv.	3.87
	Principal	3.96
3. Provision for teacher participation in the formulation of school objectives, projects, and policies and in the preparation of curriculum guides, courses, outlines, etc.	Dist. Supv.	3.77
	Principal	3.86
4. Provision for democratically conducted teachers' meetings, conferences, workshops, community study, and community activities	Dist. Supv.	4.14
	Principal	4.10
5. Provision for promotion of wholesome public relations	Dist. Supv.	3.97
	Principal	4.03
6. Provision for just and reasonable regulations on the selection, appointment, and transfer of teachers	Dist. Supv.	3.91
	Principal	3.85
7. Presence of P.T.A. and purok organizations and other civic or social organizations cooperating with the school in school and community activities	Dist. Supv.	3.98
	Principal	4.12
8. Extent to which BPS Form 178 and other written suggestions are used to improve instruction	Dist. Supv.	3.78
	Principal	3.76
TOTAL AVERAGE	Dist. Supv.	3.94
	Principal	3.97

TABLE G. SCHOOL LIBRARY

Items Rated	*School Official Evaluating the School*	*Graphic Scale* 1 2 3 4 5
1. Availability of an adequate, well organized library	Dist. Supv.	2.56
	Principal	2.66
2. Adequacy of library room and library corners in classrooms to facilitate library services and classroom activities	Dist. Supv.	2.73
	Principal	2.86
3. Provision for the employment of a part-time or full-time librarian	Dist. Supv.	2.28
	Principal	2.38
4. Evidence that the pupils are trained in the effective use of the library	Dist. Supv.	2.4
	Principal	2.64
5. Extent to which the library facilities are used by both teachers and pupils	Dist. Supv.	2.63
	Principal	2.94
TOTAL AVERAGE	Dist. Supv.	2.52
	Principal	2.70

TABLE H. COMMUNITY RESOURCES AND COMMUNITY ACTIVITIES

Items Rated	*School Official Evaluating the School*	*Graphic Scale* 1 2 3 4 5
1. Evidence that the school has made a survey and makes intelligent use of community resources in implementing the educational program	Dist. Supv.	3.30
	Principal	3.59
2. Use of planned field trips and guided discussions in the study and use of community resources	Dist. Supv.	3.20
	Principal	3.46
3. Evidence that the school through the curriculum and other approaches helps in community improvement along economic, health, civic citizenship, social and recreational lines	Dist. Supv.	3.68
	Principal	3.71
TOTAL AVERAGE	Dist. Supv.	3.40
	Principal	3.59

TABLE I. GUIDANCE PROGRAM AND CHILD DEVELOPMENT

Items Rated	*School Official Evaluating the School*	*Graphic Scale* (1 2 3 4 5)
1. Evidence that pupils are guided in the formation of correct work and study habits and attitudes	Dist. Supv.	3.31
	Principal	3.57
2. Provision for guidance of pupils in educational and personal development and in ethical character and health	Dist. Supv.	3.18
	Principal	3.47
3. Provision for a guidance program that promotes wholesome teacher-pupil-parent relationships	Dist. Supv.	3.05
	Principal	3.30
4. Provision for functional homeroom guidance	Dist. Supv.	3.06
	Principal	3.22
5. Provision for counseling pupils with problems as well as those with special aptitudes and abilities, etc.	Dist. Supv.	2.72
	Principal	3.07
TOTAL AVERAGE	Dist. Supv.	3.07
	Principal	3.33

TABLE J. SYSTEM OF RECORDS AND REPORTS

Items Rated	*School Official Evaluating the School*	*Graphic Scale* (1 2 3 4 5)
1. Presence of a cumulative record system for the history of the development of each child	Dist. Supv.	2.41
	Principal	2.70
2. Provision for an effective attendance record for checking pupils' absences from and tardiness in class	Dist. Supv.	3.71
	Principal	3.88
3. Evidence that parents are informed of pupils' progress made in the various school offerings	Dist. Supv.	3.36
	Principal	3.62
4. Use of an adequate and well-organized filing system in the school	Dist. Supv.	3.14
	Principal	3.22
TOTAL AVERAGE	Dist. Supv.	3.16
	Principal	3.35

TABLE K. SCHOOL PLANT FACILITIES

Items Rated	*School Official Evaluating the School*	*Graphic Scale*
1. Availability of a site which meets the requirements in barrio and central schools	Dist. Supv.	3.54
	Principal	3.67
2. Presence and upkeep of school lawns and fences	Dist. Supv.	3.68
	Principal	3.81
3. Availability of a playground with sufficient play apparatus for the pupils	Dist. Supv.	2.52
	Principal	2.76
4. Availability of an athletic field with facilities for track, softball, and other ball games	Dist. Supv.	2.84
	Principal	3.01
5. Adequacy of classrooms	Dist. Supv.	2.65
	Principal	2.91
6. Provision for sanitary toilets (one seat for every 50 girls, one seat and a urinal for every 100 boys) and their upkeep	Dist. Supv.	2.72
	Principal	2.98
7. Provision for adequate shop and home economics buildings in every school with intermediate grades	Dist. Supv.	2.32
	Principal	3.02
8. Extent to which school buildings are kept in good repair	Dist. Supv.	2.78
	Principal	3.24
TOTAL AVERAGE	Dist. Supv.	2.88
	Principal	3.18

TABLE L. TEACHERS AND SCHOOL OFFICIALS

Items Rated	*School Official Evaluating the School*	*Graphic Scale*
		1 2 3 4 5
1. Adequacy of the professional preparation of teachers: 1.1 Academic teachers	Dist. Supv. Principal	3.90 3.88
1.2 Shop and garden teachers	Dist. Supv. Principal	2.90 3.36
1.3 Home Economics teachers	Dist. Supv. Principal	3.45 3.78
2. Awareness of teachers and school officials of the objectives of education under the Revised Philippine Educational Program	Dist. Supv. Principal	4.03 4.09
3. Evidence of the solicitous concern of school officials and teachers for each other's welfare	Dist. Supv. Principal	3.89 4.00
4. Extent to which the school atmosphere promotes teachers' morale and professional growth	Dist. Supv. Principal	3.91 4.04
5. Evidence of fellowship and "belongingness" among teachers and school officials	Dist. Supv. Principal	4.11 4.19
TOTAL AVERAGE	Dist. Supv. Principal	3.74 3.90

TABLE M. CURRICULUM ORGANIZATION

Items Rated	*School Official Evaluating the School*	*Graphic Scale* 1 2 3 4 5
1. Extent of the use of the integrative activity program with scheduled periods for the development of skills	Dist. Supv.	3.00
	Principal.	3.04
2. Extent of the use of the integrative activity program without any scheduled periods for the development of skills	Dist. Supv.	2.41
	Principal	2.60
3. Extent of the use of the broadfields or fused curriculum	Dist. Supv.	3.19
	Principal	3.25
4. Extent of the use of the "balanced approach" in community education	Dist. Supv.	2.58
	Principal	2.84
5. Extent of the use of separate-subject (traditional) curriculum	Dist. Supv.	3.16
	Principal	3.10
6. Extent of the use of the: 6.1 double-session plan	Dist. Supv.	3.83
	Principal	3.90
6.2 double-single session plan in the primary grades	Dist. Supv.	1.98
	Principal	2.01
6.3 emergency plan in the primary grades	Dist. Supv.	1.66
	Principal	1.79
7. Extent of the use of the one-teacher-one-class plan in the intermediate grades	Dist. Supv.	2.78
	Principal	2.25
8. Extent of the use of the three-teacher-two-class and five-teacher-three-class plans	Dist. Supv.	3.59
	Principal	3.79
TOTAL AVERAGE	Dist. Supv.	2.86
	Principal	2.91